THE

CHARITIES REVIEW

Volume VIII

Announce

FEBRUARY, 1899

Number 12

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VIEW during the months ment. between now and the close of the century to publish serially a number of historical summaries of the advance made during this century in the more prominent phases of American philanthropic effort. Among the subjects treated will be, destitute and delinquent children, the administration of relief, the care of the sick poor, the organization of charity, prisoners, the defective classes, especially the insane, feeble-minded, and epileptic, social settlements, and the development of the many forms of civic philanthropy. The treatment of each subject will show its growth during the century, its present status and tendencies, and will include a careful bibliography for the use of future students who wish to know more about the subject than is offered in this résumé. The cooperation of specialists has been secured in the preparation of the series, and it promises to rank as the standard historical study of American social questions of the century, treated from a philanthropic standpoint. The first papers of the series will be published in the early

It is the purpose of the RE-

REVIEW, which begins with March, and will be continued to the close of the year 1900.

Attention is called to the Topical Indax. complete index of the **Volumes** REVIEW in the present number, which closes the eighth volume. This makes available for students of social problems the accumulated philanthropic experience of the past seven years, so far as this has been recorded in the REVIEW. It will be worth while for the reader to spend a little time examining this index. He may find it opens to him a wealth of material which he had not suspected was at hand. The REVIEW for any one month, or even for any one year, may not afford adequate treatment of a particular phase of philanthropic work; but taken during a series of years it will be found to have treated extensively almost every topic of importance in its sphere, and this will be increasingly true as the years go on and the present problems of our work, which have arisen, one might say, almost within the last ten years, are more clearly defined and classified. At the end of another period of years, a second complete index sim-

numbers of the ninth volume of the

ilar to this will be substituted in place of the usual index for that year. Readers of the Review will in this way be enabled to place their hand at once upon any detail of the variety of subjects which find treatment in its pages.

The fourth in the special Studies in the Life of the studies which have been taken up by the REVIEW will appear in the March number, being a study of private relief societies in the United States, by Mr. Frederic Almy, secretary of the charity organization society of Buffalo. This study follows in logical sequence Mr. E. T. Devine's study on public outdoor relief, published last year. The fifth study in this series has been in preparation for nearly a year, and will be published soon after Mr. Almy's paper. It is an investigation of what ultimately becomes of children who have been thrown upon the public for support and foster care. Special investigations are being conducted on our behalf by a number of prominent institutions and societies to find out the subsequent history of the children who were committed to these institutions during a certain month ten years ago. With the more or less incomplete records kept at that time the subject has been one of great difficulty, but its results as a commentary on our present methods of caring for children, it is hoped, will be of the greatest practical value. It is one thing to account for children comfortably fed and clothed in the institutions or foster

homes to-day; what fruits our present care will bring ten years from now is a more difficult problem, but one by whose answer must be measured the ultimate wisdom or folly of the methods of to-day.

Wanted: A woman as su-Exchange. perintendent of a charity organization society, salary \$800 a year. A young man with experience and references as clerk of court wishes an opening in some form of philanthropic work. Moderate salary would satisfy.

MUNICIPAL AFFAIRS.

Mr. John C. Chase, the Haverhill's new mayor of Haverhill, Socialist Mayor. elected on a small majority by the social democracy organization of that city, undertakes a task which will be watched with close interest by all students of social questions, and with curiosity by the general public. His present recommendations are modest, coming from so radical an institution as socialism is popularly supposed to be. mayor wishes to conform all labor done for the municipality to the regulation labor-union conditions. He plans further to make provision for the unemployed, by a scheme which is a more formal application of the vacant-lot cultivation now encouraged by many municipalities in a semi-official way. The enlargement of the fuel yard at the city farm to such proportions as will permit all who desire to earn by their labor such fuel as they may require is proposed, and the appropriation of a suffice on protection of the are systematic cle prought vance radio state ciple prace uation

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sufficient amount to provide labor on public works for those who can not find employment otherwise. The public improvements suggested are the development of the park system and the construction of bicycle paths through all principal thoroughfares. Other propositions advanced by the mayor are of a more radical character, but being a mere statement of abstract socialist principles can hardly be considered as practically affecting the present situation.

A bill is about to be pre-Chicago sented to the Illinois leg-Provident Pawners' islature providing for cor-Society. porations to do pawnbroking business, the object being to establish in Chicago an institution similar to the provident loan society of New York, where working people can secure loans at reasonable rates. The interest allowed by the bill is one per cent a month, with permission in certain cases to charge an additional one-half per cent a month for storage and insurance. Dividends are to be limited to six per cent a year, and any surplus earnings are to be held or used in some way for the benefit of the borrowing public. At present there are sixty-seven pawnshops in Chicago. These are allowed by law to charge three per cent a month. It is stated, however, that as a matter of fact the actual charge runs up to ten per cent a month on small loans. The new institution will of course be conducted on a selfsupporting basis, as a business enterprise.

In the January New Eng-Batter land Magazine, Mr. Edwin Homes for Boston D. Mead discusses at Poor. length the recent agitations of the tenement-house problem in Boston. Readers of the REVIEW are already partially familiar with the report of Mr. Estabrook on some of the slums of the city. The question of removing these buildings rests at present with the board of health. This board, as in other cities, has certainly not been radical in its course, and the indications are that in its hands the problem will not receive adequate treatment. proposition is made that instead of being left a side issue with a very busy board, the housing of the people of the city should be made the special province of a special municipal department, with men at its head who have the largest knowledge of whatever is being done to improve the homes of the masses in the cities throughout the world. This step has already been taken in Paris. It is suggested that Mayor Quincy might take action toward the creation of such a department, and by so doing he would add the most beneficent to the many excellent enterprises which have been initiated during his administration.

Mr. Mead also emphasizes the duty of the churches in a better knowledge of the homes of the city. Churches should unite for systematic dealing with this matter. Every minister should preach upon the homes of the people. He should remind his congregation that church influences and school influences go for little

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where counteracted by such home influences as are described in the many current studies of the slum districts of our larger cities. This plan has already been taken up by the federation of churches in New York, by cooperation of churches with the charity organization society in Buffalo, and, latest, by a union of the churches in Cambridge. There is no reason why the movement should not spread to every considerable city in the country, for from such studies as have been made it is probable that there is no large town or city without "slum" districts, where the life which is bred can not but be a menace to the entire community.

Church Dis. At the initiative of some tricts in of the clergymen of Cam-Cambridge. bridge, Massachusetts, a plan has been adopted of apportioning the social and religious work of the city to the various churches. It is similar to the Buffalo plan of church districts already familiar to our readers. The city has been tentatively divided and a few churches have formally accepted districts, while many others have expressed their intention of cooperating. So far, however, only two or three churches have appointed committees to suggest a definite program. No church has as yet actually begun work. Those that already are maintaining missions will simply go on in their work, but with increased efficiency, it is hoped. The same need is already felt as is experienced in Buffalo, of constant educational work and training to direct the efforts of parishioners into lines that will be positively helpful. Should the plan, as is now confidently expected, be carried into extensive operation, the social life of the community must be broadened and purified by a better understanding between the extremes of society. It is a matter of encouragement to philanthropic workers to see springing up over the country organized efforts for the betterment of civic life, especially in the smaller cities and towns, where the influence of such a movement is most effectively exerted. Elizabeth, N. J., is another such place in which the better forces of society are vigorously and effectively at work for the welfare of the people, considered as a unit rather than as individuals or classes.

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The work done in Eliza-Elizabeth beth has been carried on largely through the efforts of the women's civic federation, which has recently completed its first year. Its membership has increased during this time from sixty to 369. Through the initiative of this association the following definite results have already been accomplished: Kindergartens have been established and will probably be permanently continued by the board of education; the homes of very poor children have been visited and the mothers taught the simpler duties of healthful home-keeping; a work-room is conducted in which sewing women can earn fifty cents a day, and purchase at a nominal price old garments which have been repaired.

The board of health has been supes that ported in securing cleaner streets and the abolishment of rubbish heaps. The public library has through the efforts of the federation some prospect of assistance from the city treasury, and night schools and other features of the educational work of the city have been made the subject of practical work. charity organization society has resulted from the efforts of the philanthropic committee. The poor have been helped in many ways, one being the surveillance of the pawnshops of the city. The federation has in all its work the hearty approval of many of the city officials. effect-

> The woman's institute of Yonkers is doing much the same work as is being carried on in Elizabeth. The year in which the institute building was opened, 1893, witnessed the widespread distress throughout the country occasioned by financial disaster. Yonkers, as elsewhere, the lack of work and consequent poverty among the working people necessitated the organizing of a citizen's relief committee. The committee met at the institute and opened, as a means of relief, an employment bureau, upon whose rolls hundreds of women were registered, and about half of whom were assisted to some kind of work. Though this committee eventually disbanded, the institute had become a center for women seeking employment or desiring other assistance. The bureau was continued, and cases requiring aid were assisted by private

means or referred to other channels for relief. It was, however, the individual case receiving personal attention, rather than any organized effort, and was in no way a charge on the resources of the institute.

In the fall of 1895 the sanitary inspector of the board of health suggested to the chairman of the league that she should interest the members in the tenement-houses of the city. The suggestion was acted upon, and, after a careful investigation of methods of inspection pursued elsewhere, and taking as a precedent the "female visitation" in the city of Glasgow, a plan was submitted to the health commissioners and adopted, whereby the board appointed a woman inspector, selected by the officers of the league, who should visit the tenement-houses authoritatively and report concerning their sanitary condition. At the same time the visitor collected for the use of the league certain other statistics for the correct apprehension of the social conditions of the families. This sanitary and social information has been incorporated in the monograph on the "housing of the working people of Yonkers," already mentioned in the REVIEW. Statistics, however, can not tell the full worth of this systematic visiting. The inspector is a capable trained nurse, able to speak several languages, which, in a community where over twenty nationalities are represented, is most desirable. She not only inspects houses but gives instruction to mothers, to consumptives and other invalids, and those

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responsible for their care, and accomplishes much preventive work in the discovery of eye and ear troubles which may be sent to dispensaries, and more serious maladies which require indoor hospital treatment. A relief fund is a natural consequence of this work, but it has been so administered by the philanthropic committee of the league as to be rather in the nature of private aid, and is made strictly supplementary to other sources of benevolence.

Recent figures submitted Cost of Drunkenness to the mayor of Boston in Boston. show that the cost of maintenance of those sentenced for drunkenness in the houses of correction of Suffolk county for the year ending January, 1898, was \$115,000. Beside those committed to these institutions, it is estimated that about 3,000 were sentenced to jail for the same offense, which would add at least thirty-five per cent to the figures stated above. The total number of committals to the houses of correction was 8,554.

A special committee appointed by the board of aldermen of Boston to visit and inspect the prisons in the county of Suffolk report that the house of correction in South Boston is totally inadequate for the work required of it. The buildings are antiquated, and to appropriate any money to repair them would be a wasteful expenditure. The prison building, so called, where the cells are located, is stated not to be fit

for human beings to live in. It is suggested that a new institution be substituted at once either on the mainland or on one of the islands in the harbor. The house of reformation for boys is considered inadequate for the successful working of a reformatory institution. It is suggested that a new location on the mainland be procured. Some criticism of the class-room discipline was made. The school for truants, known as the parental school, was found to be inadequate for the number of boys committed to it. Otherwise the report of the committee speaks favorably of the administration of the various penal institutions of the city. The supervision of all these institutions by a single commissioner is commended by the committee, and it is suggested that it would be an advantage to have the children's institutions, now under a board of seven trustees, managed by a single salaried official.

The first official state Federation of federation of churches for philanthropic objects has recently been effected in Wisconsin in an organization by regularly appointed delegates from the various church bodies of the state. object of the federation is to be a union of churches of all creeds and reform societies in systematic and persistent educational effort to secure good laws, effective administration of laws in force, better citizenship at the primaries and polls, and whatever other forms of social reform may be thought desirable from time to ti be for carry feder

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Governor Roosevelt has a Governor Roosevelt's way of eliciting public approval that may well be the envy of some of the shrewd politicians who spend much of their time thinking up "popular" meas-The governor-elect seems to have spent his time looking for things that needed to be done rather than for measures that would please his constituents. Two features of his message of interest to philanthropic workers are, an uncompromising demand for an efficient civil service law, quite different from that enacted at the request of his predecessor, and the strengthening of the powers and influence of the state board of factory inspectors, with a view to eliminating such unwholesome conditions of manufacture as still exist in some of the tenement districts. Both of these are urgently needed, and that Governor Roosevelt should have chosen to make them prominent parts of his inaugural message gives favorable indication of what may be expected of New York's new executive.

STATE BOARDS AND COMMISSIONS.

The names and locations, respectively, of twenty-nine state boards and commissions, together with the number and date of the act establishing them, and the names and addresses of their members and officers, will be given in the list of such boards and com-

missions to be published in the forthcoming proceedings of the twenty-fifth national conference of charities and correction. This is more than was given in the proceedings of the previous conference. Some of these newer boards are: The prison commission of Georgia, with an office at Atlanta; the Iowa board of control of state institutions, Des Moines; the Massachusetts state board of insanity, Boston; and the Washington state board of audit and control, Olympia.

An advance copy of the Connecticut. seventeenth annual report of the state board of charities for the year ending September 30, 1898, was presented to the governor, December 23. The completed report, forming a volume of some three hundred pages, and containing a review of the various institutions in the state for the care of the delinquent, defective, and dependent classes, will be ready for distribution early this year. There is shown to be in the state for the care of these classes a total of 176 institutions which are visited by the board (including eighty-eight town almshouses) and the amount of state aid applied to their support during the year was \$658,190. Recommendations are made for the appointment of a state commissioner of prisons and a state commission in lunacy, which, if carried into effect, will give Connecticut as many commissions to look after her dependent and delinquent classes as New York boasts. The board also recommends

that a state reformatory for women be established, and that a separate cottage department for epileptics be provided at the Lakeville school for imbeciles.

The number of children in the county homes October 1, 1808, was 728 as compared with 635 on the same date of 1897. It is suggested that if the cost of support of the children in these homes were borne by the towns from which they are committed, instead of by the state as at present, greater care would be exercised in committing children to these institutions. This is one of the evils incident to the care of the poor in state institutions at state expense, and is a common cause of It might be partially criticism. remedied by the employment of trustworthy investigating agents acting in the state's interest.

Upon reviewing the field for a number of years, the board finds that there has been a considerable increase in the number of institutions established and marked development in their work.

The eighth biennial report of the board of corrections and charities will shortly be published. This report will contain an account of the board's investigation into the Wisconsin system of administering state institutions, with a statement of the position taken with relation thereto.

The state board of charities of Illinois has commenced the publication of a quarterly bulletin, for the purpose of preserving the financial history of the state institutions subject to the jurisdiction of the board, and such other matter as may be of importance from a historical point of view, or as an aid to administration. We have noted in another column the increasing tendency to make use of the periodical pamphlet to place the work of societies and institutions briefly and regularly before the public. The Illinois bulletin is still another illustration of the usefulness which is felt to be open to these periodicals when carefully edited.

The eighth annual report of the state board of charities and reform for Wyoming gives a summary of the charitable and correctional institutions of the state for the past year. It is of special interest as showing the progress of this work in a new state, where there is little of the antiquated to hamper the adoption of wise plans based on the experience of the older states.

The state penitentiary has had during the year an average of 136 convicts, who have been supported at a daily per capita cost of forty-four cents. A new building for this institution has been completed within the year. The state has a general hospital, located at Rock Springs. The original buildings were destroyed by fire during 1896, and new buildings have been erected at a cost of \$16,000, making, it is said, one of the best equipped and managed hospitals in the west. The state insane hospital, having a population

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agg mai yea of seventy-seven, like so many other state hospitals, is altogether inadequate to the demands made upon it. During the past year the number of admissions greatly exceeded that for any previous year, owing to the fact that a law was enacted by the last legislature making the expense of transportation to the hospital a state, and not a county, charge, as was previously the custom. Under this system many cases which would otherwise be cared for at home are now committed to the hospital. The actual per capita cost is stated to be forty-seven cents a day. iuvenile delinquents of the state are cared for in Colorado institutions, there being only ten altogether.

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The board has had a number of applications for the care of feebleminded youth, but all schools for the feeble-minded within convenient reach are either overcrowded or for other reasons inaccessible to applicants from Wyoming. The result has been that it has become necessary to have some cases of this class sent to the state hospital for the insane, which is of course very unsatisfactory. The board recommends more definite legislation on the subject than at present exists. The deaf and blind of the state are cared for in Colorado and Nebraska, being some eight in number. It is estimated by the state board that the various charitable and correctional institutions of the state will require appropriations aggregating \$100,000 for their proper maintenance during the coming two vears.

The state board of chari-New York. ties met in Albany on the 11th inst, and continued in session two days. A committee, consisting of commissioners Dahlgren, Smith. and de Peyster, was appointed to investigate the causes of the increase in the number of children in New York county supported in private institutions at public expense, with a request to report their findings and recommendations to the board as soon as practicable. Jesse W. Clark, of East Syracuse, and Eben P. Dorr, of Buffalo, were appointed, the former as inspector in the western inspection district, and the latter as inspector of state charitable institutions and those receiving state moneys.

A resolution was adopted recommending the managers of Craig colony to employ an investigating agent, to inquire thoroughly into the cases of such applicants for admittance to the colony as seemed suitable therefor, in order to determine whether such persons are indigent or able to pay for care and treatment. a detailed record of the facts ascertained in each case to be kept on file at the colony. Mr. John Notman, of Brooklyn, has been appointed by the governor commissioner of the state board of charities from Kings county in the place of commissioner Tunis G. Bergen, whose term had expired. Mr. Notman has long been identified with charitable work in Brooklyn, and his experience and legal knowledge should prove very helpful to the board.

Several of the reports of state boards now in hand have been reserved for a comparative study, which will appear in the REVIEW for April.

THE INSANE:

A bill for the control of The Insane the insane hospital in in Oregon. Oregon has been introduced in the state legislature, and contains some provisions that make it a departure and an advance from former control. It places the management of the hospital in a board of trustees, who are each paid \$5 per diem for time spent in their official duties, although the aggregate per annum paid to each trustee shall not exceed \$100. Three sections of the law are devoted to the correspondence of the insane, and the patients seem to be protected in the privilege of sending weekly to the visiting committee of the trustees a sealed letter. The superintendent is required to report to the trustees an estimate for supplies for the succeeding six months, upon which bids will be received after advertisement. In other respects the provisions of the new law are similar to the usual law for control of insane hospitals. The change in the official title from "asylum" to "hospital" is in line with the modern conception of these institutions.

The OpenDoor System of the second Maryland hospital for the insane, at Sykesville, gives special attention to the manner of caring for the insane adopted in this institution. The

new buildings recently erected have made possible a fairly complete classification, including special provision for insane epileptics. total number under treatment during the year has been 191. In the cottages of the institution no doors are locked except the linen closets and the doors opening on the fireescape stairs. The main entrance and exit doors are never locked, either night or day. All windows on the first floor open freely at the top, while in the dormitories and single rooms a sash-lock prevents the raising or lowering of the sash more than six inches, this being merely a precautionary measure against suicide. Attempts at escape are sometimes made by patients when first admitted, but the absence of locked doors and barred windows seems soon to exercise a deterrent effect upon these attempts. During the year six patients succeeded in escaping from the grounds, five of whom were promptly returned, generally within a few hours. found by the night attendants that restless and noisy patients sleep much better on the open wards than in the single rooms, and the latter are entirely given up to quiet or convalescent cases. Lavatory facilities are abundant, and cleanliness is strictly enjoined upon all, officers, attendants, and patients. The consumption of water has averaged about ninety gallons per head per day. The cottages afford an initial air space in the dormitories of 1,000 cubic feet per bed. The cost of construction, including heating plant and bed. four regu occu of la and side The the part of the for the following to as of the for the formal for the formal formal formal for the formal formal formal formal for the formal formal formal formal for the formal formal formal formal formal formal formal formal for the formal formal formal formal formal formal formal formal for the formal formal formal formal formal formal formal formal for the formal for

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and plumbing, has been \$744 per bed. A daily average of seventyfour per cent of the patients were regularly employed in some useful occupation on the six working days of last summer, including rainy days and excessively hot days, when outside work was largely suspended. The general healthy appearance of the patients, excellent appetite, good sleep, and quiet demeanor when at work or upon the wards is pointed to as showing the beneficial effects of this treatment. The daily reports of the medical officials show that frequently several nights pass without a single dose of sleep-producing medicine being required.

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CHARITY ORGANIZATION.

The Chicago bureau of Chicago. associated charities is reported to have advanced within the past year in two directions. districts already organized have been materially strengthened by the enlisting of many new workers and The result of this sympathizers. increased interest has been manifested in more efficient work among the poor and by increased financial support. The bureau has also extended its active efforts into territory not previously covered, or covered in an incomplete way. A new district has been organized to include the seventh ward, whose population is composed almost exclusively of Russian Jews. A number of influential Hebrews have entered actively into the committee work, and a Jewess has been placed in charge of the district office. Through the active cooperation of Hull House and the Chicago Commons, together with a number of influential business men, the bureau has been enabled to establish a strong district along the river in the midst of a vast region of dire poverty. This district has already secured the cooperation of many churches and charitable societies.

In the fourth year of the bureau's existence, just closed, applications for relief have been received to the number of 9,709, of which 5,438 were referred to the bureau by institutions, societies, and interested citizens. The number of cooperating organizations at the close of the year is 397. Active friendly visitors Eight small worknumber 453. rooms for unskilled women have given temporary employment to 700 persons, and employment of some character has been secured through the bureau's agencies for The total income 2,379 persons. during the year just ended was \$22,440.95, entirely from contributions, and the expenditures exceeded this income by \$298.45.

Associated Charities is a new leaflet published by the society of that name in Minneapolis, and affords a new illustration of the need for official news bulletins which is becoming more urgent as meetings become to an increasing extent a burden upon managers and visitors who are too busy to attend them. The Minneapolis society is the first so far as we have noticed to make use of the

new classification of the causes of distress recently adopted by a committee of the national conference and described in the REVIEW for December by the chairman, Dr. P. W. Ayres. The following is the analysis of 125 families, including 578 persons:

Causes within the Family.

Causes within the ramity.	
Disregard of family ties. (Desertion, neglect to contribute by children,	
brothers, sisters, or other natural sup-	
porters)	10
Intemperance. (Abuse of stimulants	
or narcotics)	10
Dishonesty or other moral defects	5
Lack of thrift, industry, or judgment	5
Physical or mental defects. (Blind,	
deaf, crippled from birth, insane,	
feeble-minded)	6
Sickness, accident, or death	31
Causes outside the Family.	
Lack of employment not due to em-	
ployé. (Changes in trade, introduc-	
tion of machinery, hard times, strike	
or lockout, partial or complete shut-	
down, removal of industry)	28
Defective sanitation	
Degrading surroundings	
Unwise philanthropy	
Public calamity	
Unclassified	25

The anticipated influx of Seattle. homeless men returning from the Klondike, noted in the REVIEW last summer, has not been so great as expected, and the city has little more than its ordinary quota to care for this winter. The worst results of the Klondike boom are noted in the many families of the city whose bread-winners have gone to the gold fields, leaving those at home to become destitute. The charity organization society has now 147 regular monthly families to care for.

A special committee has been appointed by the New York charity organization society to cooperate in the pending revision of the building laws, so far as such revision affects tenement and lodging-houses. The committee consists of the following persons: F.W. Holls, chairman; R. W. Gilder, Jacob A. Riis, I. N. Phelps Stokes. Felix Adler, John Vinton Dahlgren. George B. Post, Ernest Flagg, Dr. E. R. L. Gould, Constant A. Andrews, R. W. de Forest, Edward T. Devine. Special attention has also been given during the month to the method of cooperation with the department of charities mentioned in the REVIEW last month, from which excellent results are anticipated. The plan offers an alternative in those instances in which parents ask for the commitment of their children to public institutions at the expense of the city, and in which the character and previous history of the families concerned is such as to make it probable that with temporary private assistance this action can be permanently prevented. Within the last few months this alternative has been offered and accepted in the case of sixty-eight children, involving thirtyone families, and, so far as can be ascertained at the present time, the plan works well in all except a few cases where, for special reasons, commitment of the children was advised after temporary assistance had been given, and it was ascertained that it was impracticable for parents to keep their children.

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Some day we shall take The Curse of the up a study of bequests " Dead Hand," made for charitable purposes. It is a well known fact that of the many legacies left for such purposes not a few fail to give the proper legal title of the beneficiary. Such carelessness in an important legal point suggests what is very often the case, the lack of careful forethought in the disposition of charitable funds. Instance after instance has come to our attention of the ultimate perversion and baneful influence of property administered in mortmain for specific philanthropic purposes. The latest one is the story of the decay of an English village, told by Julian Ralph in the Providence Journal. It seems that in one of the earlier Georgian reigns a citizen left to the village a small tract of ground for the pasturing of ten cows, whose milk was to be given, a pint at a time, to deserving poor of the place. In time the cows died and the land was rented for pasturage at \$2.50 a head per year. Thus it came about that money instead of milk began to be distributed to the so-called poor. Later on the village became a popular country resort for rich men of neighboring manufacturing towns. The property rose in value, and was finally sold for \$200,000, which was carefully invested for the poor. In the face of persistent prosperity, through agricultural and mining success, the village became the abode of a most dissolute and abandoned class of paupers, any one of whom could get help from the relief fund by con-

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cocting a sufficiently pathetic tale. Other details of interest are told by Mr. Ralph. We have quoted sufficient to show that the influence of the "dead hand" under our present legal constitutions may become one of the most destructive forces nourished by civilization.

DEPENDENT AND DELINQUENT CHILDREN.

Application has been made A Catholic Placing-Out to the state board of Bureau. charities of New York for the approval of the incorporation of the catholic home bureau for dependent children. The object of the proposed society is to establish an agency whereby the inmates of catholic orphan asylums may be placed in families. Accompanying the application is a letter of approval from the archbishop of New York, in which he says, "The project of establishing a catholic home bureau impresses me favorably, and seems likely to accomplish good results. In the first place it will prevent overcrowding in our institutions and relieve us of the care of many children who are dependent on charity, and will enable them to become self-reliant. It will relieve the taxpayers of the burden of contributing to the support of these children, and will prevent the number of public wards becoming too large." So far as we are aware this is the first catholic society organized for the special purpose of placingout destitute children in families. Certainly there will be unanimity of opinion among those interested in the care of destitute children, in

approval of the new organization, and in wishing and confidently expecting exceedingly valuable results from its operations. Being organized for the sole purpose of placing-out work we may assume that it will from the outset establish a thorough and comprehensive system of investigating the circumstances and character of would-be foster parents, and of maintaining an effective oversight over children who may be placed out.

The city of Boston has for Homes for a long time maintained an Boston's Children. institution for destitute children, known as the Marcella street home. Within the past few weeks the trustees for children, appointed by Mayor Quincy under legislation secured in 1897, have closed this institution, placing the children in families in the country, not over two children in a family, and not sending a large number to any one locality. The homes are selected by experienced agents, and the children are visited, we are informed, not less often than once every two months. This action of the trustees for destitute children of Boston is a striking evidence of the increasing favor with which the placing-out plan is regarded in those localities in which it has been longest and most generally in use.

Institution A correspondent of exvs. tended experience conFamily. tributes the following:
To one who is closely associated
with a well planned and admirably

managed institution for the care of

dependent children, meeting the children frequently in the institution and later visiting them in the families in which they are placed throughout the state, one conviction grows clearer and stronger year by year. It is the superiority of the average private family over the best institution for the care of a homeless child. We have the cottage system with only a few children in each cottage, spacious playgrounds, and a large farm with orchards in which the children play, an abundance of fruit, in fact everything, apparently, which could make a child happy. But the child is never supremely happy until he is placed in some humble home in the country in which he receives the individual and personal attention and care of his newly-found mother and father. Once established here, the most glowing accounts of picnics in the grove, ball games, sleigh rides, and skating parties, among his former companions at the institution, are no temptation to him, though he may think of the institution with pleasure or even affection, and would like "just to visit it a little while." In the family, the child gets the true perspective of life, and, though unconscious of the reason, he knows that he is in the right place at last.

The curfew law requiring Curfew in children to be in their Canada. homes after nightfall has been given a very fair practical trial in Canada during the past ten years. The results, however, have not proved as satisfactory as many of its friends anticipated. Mr. J. J. Kelso, who has general supervision of children's work for the government of Ontario, and has had a good chance of judging, reports that the law has never been systematically enforced. While it has been indorsed by many of the best
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pre thr T. troing cru tion sta best people, the municipal officers and others charged with its enforcement are so indifferent that in the end little or nothing has been accomplished. Mr. Kelso, therefore, concludes that special legislation does not altogether meet the situation, and the only effective course is to urge upon parents and teachers to see that children receive good moral training and are given such home employments and amusements as will do away with the desire to be on the streets.

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The governor of New Jersey has recently appointed a commission on dependent children, consisting of Mrs. Emily E. Williamson, secretary of the New Jersey state charities aid association, Mr. Hugh F. Fox, who is connected with the Bayonne charity organization society and also with the society for the prevention of cruelty to children, and Mr. Anthony T. Williams, of Trenton. Mrs. Williamson and Mr. Fox were members of a similar commission last year. The commission will probably submit to the legislature early in the session a bill providing for the removal of children from almshouses, and for some form of state supervision over dependent children.

The New York society for the prevention of cruelty to children, through its president, Hon. Elbridge T. Gerry, has caused a bill to be introduced in the legislature exempting societies for the prevention of cruelty to children from the inspection and general supervision of the state board of charities, and declar-

ing that such societies shall be deemed to be "subordinate governmental agencies."

The state board of charities of New York has appointed a special committee to inquire into the causes of the recent increase in the number of children supported at public expense in private institutions in New York city.

HOMER FOLKS.

HOSPITALS AND DISPENSARIES.

The introduction of the The Hospi-tal Ambumodern ambulance into lance. the service of the general hospital was one of the fruits of medical experience in the civil war. The transportation of the sick and wounded in the rude army ambulance was found to be infinitely superior to the ordinary wagons that often had to be used on occasions of great urgency. Not only did the transportation of the injured in wagons result in great personal suffering, but wounded parts were so badly damaged as to render a cure difficult, if not impossible. It followed that recovery from gunshot wounds depended very much upon the mode and distance of transportation. Many army surgeons were much impressed with the importance of the utmost care in the transportation of the sick and wounded. and employed every means possible to mitigate the evils consequent upon the rude handling.

The first person who suggested the use of an ambulance to convey the sick to a civil hospital was Dr. Edward B. Dalton, an army surgeon of much distinction. At the close of the war he received the appointment of sanitary superintendent of the recently organized metropolitan health department of NewYork. One of the earliest reforms which he instituted was the method of conveying the sick to Bellevue hospital, the great charity hospital of the city. Previously to that time any vehicle was taken that could be made available, but generally a common truck or grocer's wagon was selected, especially if it was a case of emergency, as a severe accident. At that period also, the streets were paved with the ordinary small rubble stone laid in such manner as to make the surface extremely uneven. The "shaking up" which any one received who rode over these pavements for any considerable distance was by no means conducive to health. To the sick poor conveyed to Bellevue there was a literal illustration of the song "Rattle his bones over the stones." It was no uncommon event then to receive injured patients at the hospital in a state of partial collapse which was largely due to neglect after the injury and excessive disturbance during transit in common vehicles. Thus an untold amount of misery was inflicted and large numbers of lives were sacrificed.

The proposition to employ the army ambulance, equipped with its surgical appliances, stimulants, and above all accompanied by a surgeon prepared to meet promptly every possible emergency at the place of injury and during the removal of all

patients to the hospital, was, strange as it now seems, received with much disfavor. It was not until the board of health constructed an ambulance with which it conveyed cases of contagious diseases from the homes of the affected, that the authorities consented to employ them at Bellevue. The experiment was a complete success from the first, and at once the service was extended so as to include the removal of patients intending to enter that hospital. The change in the condition of patients received, especially those who were suffering from severe injuries, as fractured limbs, was marvelous. The service was organized so that the hospital surgeon was frequently the first person on the ground and assumed entire charge of the patient. He promptly gave restoratives to those in a state of shock and anodynes to those in great pain. The dressings were applied to wounds, splints to fractured limbs, and the patient was placed in the ambulance by means of a stretcher, with scarcely the slightest disturbance of injured parts. Once in the ambulance the surgeon took his seat by the side of the patient and carefully watched him until he was delivered into the care of the surgeon of the hospital ward. The ambulance is now an integral part of every well equipped hospital, and the service has been brought to the highest perfection. So promptly does the ambulance surgeon respond to the call that very often he has removed the victim of an injury to the hospital before the friends are aware of the accident.

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There is, however, an evident advance to be made in this service in the adoption of the automobile ambulance, with its rapid movements and rubber tires, and entire absence of those accidents due to unmanageable horses. To this improvement in the method of transportation must be added the asphalt pavement which is being rapidly extended to all the streets of some of the larger cities. When, in the near future, the time arrives when we can have the automobile ambulance everywhere moving on rubber tires over asphalt pavements, transportation of the sick will be so harmless that our hospitals may be located on healthful suburban sites. STEPHEN SMITH.

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The long discussion re-**New York** Dispensary garding the giving of Bill. medical relief in the dispensaries of New York in many cases where it was thought to be unnecessary has resulted in a new dispensary bill, which will be introduced into the present legislature on behalf of the state medical societies and the dispensaries in question. The bill provides for the creation of a board which shall have power to make and enforce rules and regulations in which the dispensaries will have equal voice with the medical profession, and further provides for the punishment of all who refuse to be governed thereby, which punishment must be determined by the courts, and the whole question is in the hands of a constitutional body. the state board of charities. The

bill, it is claimed, protects the in-

terests of the medical profession and at the same time protects the dispensaries as long as they comply with the law. The board of control can only work with the approval of the state board of charities, and the state board can refuse to give any authority to the board of control unless the actions of that board are in keeping with the desires of the state board of charities. In order for this board to accomplish anything it will be necessary for it to work in harmony with the state board.

The physicians of Oneida Physicians' have banded together to Revolt. compel the town to pay regular rates for professional visits to the town paupers. Every doctor in town signed a paper agreeing not to bid, as heretofore, for the contract to care for the ailing paupers. and an advertisement asking for bids has met with no response. The action of the physicians is said to be one of the symptoms of a growing revolt among the doctors in some sections of New York state against contracted medical service, either for municipalities or for benefit societies.

Provident A letter appears in the Modical Times, advocating the Association. claims of the metropolitan provident medical association. The object of this association is "to establish provident dispensaries in London and the suburbs, and thus to enable working people to obtain efficient treatment for themselves and their families, through their own thrift and self-reliance, on the method of insurance by means of small regular payments." We need hardly say

that with the principle here laid down we have every sympathy, looking, as we do, upon the provident or insurance principle as the only one on which the poorer of the wageearning population can pay as they should pay for medical attendance. The letter is signed by names which should inspire confidence, and the movement is and has been supported by many who have shown much interest in the problem it is meant to Yet, notwithstanding the support of philanthropists and the general sympathy with which the scheme has been for so many years received, it makes but little headway, for at the end of twenty years' work there is only a total members' contribution of about £5,000 a year, which does not seem much in a great place like London. The establishment in every part of London of provident dispensaries, by which the gap between private practice and the hospitals may be properly filled up, is a matter of great importance. But if the fees are to be calculated on what is really a charity scale (which a penny a week is, seeing that the doctor can not live by it), the greatest pains must be taken to keep out all who are able to pay those ordinary fees on which experience teaches that a medical man can make a living. We fear that the provident principle will not develop its full utility until it is so organized that medical men shall feel that it is an honor to be on the staff of a provident dispensary. That day has not come yet, but a little organization and honest cooperation among medical men might do much to establish such institutions on a proper basis.—The Hospital.

National Fraternal orders of the country were represented at the national fraternal congress in Baltimore, during the lat-

ter part of November, by about one hundred and fifty delegates. This congress is not a legislative body, but serves as a means of interchange between the various fraternal organizations, and is in some sense an organization for the defense of the orders against any criticism or attack from without.

The statistics of the congress are very suggestive in showing the relative importance of the fraternal movement in this country. The net increase in "benefit" members of orders represented in the congress for 1897 is 170,266, making the total benefit membership at the close of the year something over two million. Benefit certificates in force at the end of the year amounted to \$3,433,-793,023. During this year \$34,000,000 was distributed to disabled members and to beneficiaries of deceased members. The average contribution per member to the benefit fund was \$18.25, representing about \$10.20 per \$1,000 of protection afforded. The average death-rate of the society is 9.32 per 1,000. During 1897 the average lapse rate was 100 to each 1,000—that is, ten per cent. The expenses of the order are \$1.32 per capita.

One of the matters which came up before the congress is the threatened state supervision of fraternal societies. By some of the members this was deprecated, and by others it was considered a desirability if made on a fair basis. It was hinted, however, that state legislatures would be so influenced by interference and lobbying on behalf of

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the old-line companies that fair legislation would be impossible. The fact that the total insurance of these societies in force amounts to only twenty-five per cent less than that of the old-line companies would seem to us to be a strong argument in favor of government recognition and supervision. do not fancy that our state legislatures have yet reached such a stage as to be unable to give the question fair consideration. Certainly societies with influence among so large a proportion of public voters ought not to be afraid of legislative action. It would be to their credit not only to favor but to urge it.

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Regarding the death-rate of only 9.32 per 1,000, the statement of one of the delegates of the congress is of significant interest; i. e., that this proportionately low rate is due to a majority of members being in the prime of life, and that the success of fraternal orders in the future hinges largely upon their ability to keep up a constant infusion of young blood. The chief attraction of benefit societies to the average workman—namely, that

they do not, as a rule, increase their premiums with the increasing age of the beneficiary, as do the old-line companies-involves the one speculative element which makes it difficult, if not impossible, to put the work of the fraternal society upon a scientific or legal basis. That it is desirable to reduce the cost of insurance below that charged by the standard insurance corporations is recognized, and if the fraternal society, by thus introducing a social or personal element into the problem, can bring us nearer a solution, the nation will be almost repaid for what it has lost through the numerous failures of such societies in the past. But, setting aside for the moment some other considerations affecting the success of the benefit society, is it able to provide this one confessedly sine qua non, a constant infusion of young blood? How is the country, in the legislative consideration which it will give the matter sooner or later, to answer this question, so closely involved with what may be called the personal, intangible equation of the societies?

CARING FOR THE POOR BY CONTRACT.

New York state has but one county in which its aged and infirm dependent poor are cared for under contract, instead of being maintained in a suitable almshouse belonging to the county and managed by public officials who are directly accountable to the people for the proper discharge of the trust imposed upon them. The results in this county are not such as to make it seem at all probable that this system will ever extend to other counties in the state, so long, at least, as they are peopled by those who give evidence of being intelligent and humane. To the contrary, it now seems probable that this single remaining county, finding its methods in the care of the poor extravagant as well as faulty, will soon discard the contract system and erect an almshouse of its own in which the poor may be properly provided for and maintained.

Montgomery county, where this anomalous condition exists, is one of New York's most prosperous rural counties, with a population exceeding fifty thousand. It is pleasantly situated in the valley of the Mohawk river, which traverses its entire length, and contains several large manufacturing centers, among them being the city of Amsterdam, with a population of 20,000, and the flourishing villages of Fonda, Palatine Bridge, Fort Plain, and St. Johnsville, prom-

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The history of the care of the poor in this county, extending back for over fifty years, is an interesting study, and one that points a number of important lessons which should be useful, if lessons in relief work ever are. One of these is that it is usually unsafe, even with good intent, to relieve public officials of the duties contemplated by the nature of their offices, for the purpose of imposing such duties elsewhere. The result in Montgomery county, so far, at least, as the care of the poor is concerned, has been the destruction of the oft-quoted principle that public office is a public trust, together with the related one that public officers should be trusted-and carefully watched to see that they are worthy of the trust.

To quote from an interesting report recently published by the state board of charities:

The general tendency of all special legislation in this county since the first act of 1844 seems to be in the direction of concentrating in the hands of the board of supervisors the power of caring for the poor of the county and to strip of all authority the elective office of superintendent of the poor, which, in the other counties of the state, is intrusted with the care of the dependent classes. In other words, a body whose special functions are

legislative seems to have absorbed more and more, so far as the care of the poor is concerned, functions purely executive, and with the usual

result-mismanagement.

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The first special act, that of 1844, provides for the election of a superintendent of the poor, but provides also that the board of supervisors shall appoint the keeper of the almshouse. The act of 1853 amends the act of 1844 in relation to the auditing of county poor expenses. The act of 1863 goes further and abolishes the office of superintendent of the poor and practically confers his powers and duties on the super-The act of 1866 confirms visors. the sale of the poorhouse farm to one Peter Nellis, and provides for the care of the poor of each town by contract with the overseers thereof. By this act responsibility was divided and supervision rendered difficult. This act also abolishes the office of keeper of the poorhouse and revives that of superintendent of the poor. The act of 1869 prohibits the granting of county relief by the overseers of the poor to tramps and makes such relief a town charge. The act of 1897, under which the board of supervisors is now acting, authorizes the board to contract from year to year with any person or persons for the care and maintenance of the poor of the

In studying the merits or demerits of the present system it will at once be noted that the board of supervisors, which is a political body of constantly changing complexion, has only the power to make yearly contracts for the care of the county poor, and that the inevitable tendency of the present system is to make the care of the poor an ever changing political question; the welfare of the unfortunates themselves being entirely lost sight of in the heat of political warfare.

As has been truly said by a distinguished worker for the poor, although, perhaps, in somewhat different language, "The hospital is protected by the red cross flag from the guns of the enemy, but there seems to be nothing that can save it from the assault of the politicians."

From this account of legislation, and change of system by means of it, something may be readily imagined of the influences which have been at work in Montgomery county for many years with respect to the care of the poor there, and likewise of the natural result of these influences. Briefly stated, while the care of the poor ranks lower than in any other county, as the state board asserts, the people of the county have been paying for outdoor relief over \$30,000 a year, this amount being exceeded only by three other counties (New York and Kings not giving outdoor relief); and yet there is absolutely nothing to show in the way of lands, buildings, or improvements for this expenditure of money.

But this is the frequent tendency of experimenting in the care of the poor, for which so much special legislation is enacted in compliance with local demands. What appears to be saved at one point is often wasted at another, and when this is at last discovered, some other change is made in the methods, with usual like results. In this county nothing seems to have been gained from the experience and tendency of other counties, so that while they have made notable advances in the care of the poor, it has been going back-

ward, until now it has very little further to go in that direction. Because the poor have been so improperly cared for at the private almshouse maintained by the contractors, the overseers of the poor have refused to commit their dependents there, but have on the other hand granted outdoor relief to a relatively abnormal amount. What is known as the "almshouse test" has therefore not been applied. and the outdoor relief being the more attractive is in greater demand and is correspondingly more potent in creating the growth of a pauper spirit in the county, with the usual demoralizing and costly results.

For some years prior to 1898 the poor of Montgomery county were cared for under contract with one Robert Wemple at the old almshouse farm which had come into his possession. In the report of the state board of charities for the year 1893 the visit of the commissioner of the board for the fourth judicial district, the Hon. Edward W. Foster, to this private almshouse is thus noted: "On the day of visitation, October 10, 1893, there were sixty inmates present, thirty-three of whom were males and twenty-seven females. There were no children. The dependents of this county are maintained on a farm owned and managed by a private citizen who receives pay from the county for his services. The house is comfortable, neat, and well ordered, but the system is liable to abuse, and it is hoped a different arrangement may be made by this county in the near future."

In the year 1894 a change in the almshouse seems to have taken place for the worse, for Commissioner de Peyster of the board, who then visited it, reports that "The buildings are very old; the part used for the men is very unsafe; it seemed to be falling down; everything about it was in a deplorable condition; old iron bedsteads, miserable bedding, in barren rooms, looked very cheerless and uncomfortable. The part used for the women was in much better condition, bright and cheerful." Commissioner de Peyster alsodeprecates the contract system, in her report, and expresses the hope that the county will soon make other arrangements for the care of its dependents.

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But darker days were yet to come to the poor of Montgomery county who, through age and infirmity, were compelled to seek the shelter of its contract almshouse, and the prophetic words of Commissioner Foster, now deceased, have more than come true.

Through some local cause, which it would be idle to attempt to rehearse, a heated political battle of more than ordinary intensity took place in the county in 1897, in which the owner of the contract almshouse is said to have played a conspicuous but unsuccessful part. As a result the contract for the care of the poor during 1898 was given by the board of supervisors to a member of their own party prominent in politics, but absolutely devoid of experience in caring for the poor. A deserted hotel at Randall, on the line of the West Shore railroad, was leased by this new contractor and the poor of the county moved thereto, as soon as the crude arrangements for their reception could be completed.

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Early in the summer of 1898 Commissioners Walrath and de Peyster, of the state board of charities, visited these new quarters and later reported to the board concerning them, in part as follows: "There is no separation of the sexes, and it seems advisable that several women who are feeble-minded should be removed to an institution for such persons. In the dining-room were two long tables covered with oil cloth, one for men. the other for the women. This room is situated between the laundry and kitchen, making it uncomfortably hot during the summer months. The second floor is used for the women's sleeping apartments. The room over the laundry contained six beds, four occupied by old women, two of whom were blind. A stove-pipe from the laundry runs through this room and one from the kitchen through the hall; as both pipes are constantly hot, the atmosphere, which must be disagreeable at any time on account of low ceilings and small windows, was almost stifling. The third floor, under a tin roof, was used for sleeping rooms for the men, an outside stairway leading down to the back This yard, the only place where the old people can get any fresh air, is about forty feet square, surrounded by a tight board fence ten feet high. It contains the well, the toilets, and the store-room. The condition of the yard is thoroughly unsanitary. The building is very unsafe on account of fire, and is totally unfit for human beings to occupy."

This condition of affairs was brought at once to the attention of the chairman of the board of supervisors of the county by the president of the state board of charities, and the need for the construction of a public almshouse strongly emphasized, with the request that immediate steps be taken to remedy, so far as possible, the defects complained The remedies thus far applied, however, would seem to be most ineffectual, and must necessarily be so until a suitable almshouse building is erected, it being practically impossible to make any successful use of other structures for this purpose.

Meantime the Montgomery county committee of the state charities aid association had not been idle, but for several years had been earnestly urging a change for the better in the methods of caring for the county's poor. A special agent of the association, in the person of Mr. Walter S. Ufford, was sent from the central office to assist the committee in an agitation for a repeal of the law permitting the contract system, and is meeting apparently with a great deal of success. People of influence in the county have become awakened to the unfortunate conditions which exist at their doors, and have given their cooperation towards securing the repeal of the law providing for the contract system, and also towards the erection of a county almshouse. As a basis for his work Mr. Ufford submitted to the association a very interesting detailed report of the defects, evils, and abuses he found at the almshouses, which was published in the county papers and must have proved effective in creating a public sentiment favorable to reform. In concluding his report he says:

"The very excess of abuse existing to-day makes possible a successful fight against the contract system. The people of the county are learning the facts. They are shocked at the state of things that is revealed to them. The citizens and taxpayers, irrespective of party, are signing the petitions whose twofold purpose is the abolition of the contract system and the erection of an almshouse by the county. The policy of the county committee of the state charities aid association is to continue the circulation of the petitions, that as many citizens as possible may go on record in favor of the repeal of the special statute permitting the board of supervisors to contract for the care of the poor with private individuals and in favor of the erection of an almshouse for the county."

While this agitation was in progress the board of supervisors adopted the following resolution:

Resolved, That the board of supervisors of this county through its chairman and clerk enter into a contract with Snell & Heath according to the terms of the contract now in force for the care, maintenance, and support of said poor, at a place known as the Fox farm, situated in the town of Mohawk, Montgomery county, said farm and buildings to be approved by the state board of charities before such contract shall be executed, and the said Snell &

Heath and their bondsmen to be bound and firmly held to keep said poor at all times in a manner to meet the approval of the board of supervisors and the state board of charities.

The poor of the county have since been removed to the farm mentioned in the resolution, thus making their third habitation within the year.

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To this resolution of the board of supervisors, the state board of charities, by resolutions adopted at its meeting of January 12, made the following reply:

Resolved, That the state board of charities unanimously protests against the continuance of the contract system for the care of the poor in Montgomery county, with its resulting defects, evils, and abuses, which are a disgrace to the county, and declines to approve either directly or indirectly of the continuance of such system.

Resolved, That the board requests the board of supervisors of Montgomery county to take early action towards resuming the erection of a suitable almshouse for Montgomery county.

Resolved, That in the event of the authorities of Montgomery county not taking the action recommended by March I the committee on legislation of this board be requested to seek the enactment of legislation for the erection of a suitable almshouse for Montgomery county.

The agitation is about to be transferred to the legislature, and with the state board of charities and the state charities aid association working so closely in unison upon this question, a successful result should be achieved.

CHARLES LORING BRACE.

BY EMMA BRACE.

Each barefooted, vagrant, ragged little creature, each waif on the great current of our city, each homeless, friendless young vagabond has the treasure of immortality within him. The dark current which has begun from sin and want here must flow on into the greater darkness beyond for the uncounted years. Vices sown broadcast here among the children, sins which have been planted in the young heart before it was mature, may ripen into horrible harvest there. There is a strange and tremendous destiny over the poorest outcast of the streets. We may be enabled to change and bless it. This is our feeling.—Sermon, December, 1857.

The young manhood of my father was passed in conditions singularly stimulating to intellectual activity and profound religious speculation. Not only were the students of Yale college in the years 1842-50 full of an absorbing interest in all questions of the day, but the society of the town was at one with them to a rare degree, and the intellectual duelling, the vigorous dialectics, the absolutely fearless probing and sounding of every proposition could not be escaped, even during the hours usually supposed to permit of some relaxation passed in the company of the so-called gentler sex. To a mind opening under these conditions, with an unusually serious bent, the ministry seemed the natural end in those days, and for some years my father did contemplate a pastor's life.

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The year 1850, however, found him crushed by a great sorrow, and possessed with a desire, before settling down, to see something of student and home life in other lands. He traveled in Great Britain and Germany, and we read of his visiting ragged schools in London, Belfast,

and Hamburg, until his activity was suddenly brought to an end in the dreary inertia of life in a Hungarian prison, in far-away Transylvania. With boyish fearlessness he had talked of Hungary's struggles towards freedom in those stirring days of 1849, until the Austrian government decided that he was a dangerous and seditious character sent there by Hungarian refugees in America, and that he must be silenced in some way. He was in no actual danger, except the possible one of being unable to communicate with American officials abroad, but the dreary June days dragged on, and thirteen times the ceremony of trial by court-martial took place, only to end in his being returned to the motley company of culprits and lofty-souled patriots huddled together in vermin-infested rooms.

We may well be glad of that lonely month, filled as it was with daily deepening realization of misery and sin and sorrow, with solemn thought and prayer, with hatred of injustice and the beginnings of that consecration of life to the unfortunate which ruled him henceforth. The zest for traveling, for seeing strange lands, wandering by their lovely rivers and climbing their great mountains, was over now, and a hunger to return to labor for humanity consumed him.

With the ministry still in view, Mr. Brace joined the Rev. Mr. Pease in his efforts to save the adults in the Five Points, and also went on Sunday to Blackwell's island to preach to the wretched there. But common sense showed him before many months were over that this was a well-nigh hopeless task-this effort to reform adults. Several publicspirited men in the city, himself among them, next attempted boys' meetings. Mr. Brace, in "The Dangerous Classes of New York," says: "The then chief of police, Captain Matsell, put forth in 1852 a report of the condition of the street children of the city, which aroused universal anxiety and called forth much compassion. . . What soon struck all engaged in labors among the unfortunate was the immense number of boys and girls floating and drifting about our streets, with hardly any assignable home or occupation, who continually swelled the multitude of criminals, prostitutes, and vagrants. . . A number of our citizens, with the present writer, threw themselves into a somewhat original method for benefiting the young roughs and vagabond boys of the metropolis. This was known as the 'boys' meetings."

We, in the light of our greater knowledge now, can well imagine the futility of those first efforts to reach the wild youngsters by means of preaching and eloquence. Mr. Brace would seem to imply that the meetings were chiefly valuable in showing them the keen penetration of their youthful audiences, and mentions that "the platform of the boys' meetings became a kind of chemical test of the gaseous element in the brethren's brains."

Thus there came a realization of the necessity for some deeper, more fundamental effort for the children of the poor, and in the following year, 1853, the children's aid society was organized. To my father's great surprise, it was suggested that he should take the position of executive officer of the association. He was occupied at the time in literary work on the subject of his German and Hungarian experiences, and was still anticipating a career in which intellectual interests and much study were to go hand in hand with practical philanthropy. "The call of the neglected and outcast was too strong for him, finally, to listen to any other." In a letter to his father, of this date, he says:

I have just about decided on an important step for me; that is, to be city missionary for vagrant boys during the year, with office and salary (\$1,000). I have hesitated a good deal, as it interrupts my regular study and training, but this is a new and very important enterprise. The duties are to organize a system of boys' meetings, vagrant schools, etc., which shall reach the whole city; to communicate with press and clergy; to draw in boys, find them places in the country, get them to schools, help them to

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help themselves; to write and preach; etc. A new and rather expanded thing at present, but to become clearer as we go on. Mornings in office, afternoons in visiting. It suits my sympathies, has variety, and is or can be of infinite use. Still it will keep me here, even in hottest weather, and it binds me down for a year. What do you say? Is it the best field for my talents? Can I do more elsewhere for humanity?

The society found at once an enormous field for labor, expanding almost daily, and it is noteworthy that every feature of the work, as it developed later,-Sunday meetings and industrial schools, lodginghouses and reading-rooms, and the placing of children in farms and in country homes,-is found in outline in the society's first circular. few sentences from a sermon which my father preached in December, 1857, reveal the difficulties he had to meet and conquer. He says: "The founding of it was, in the beginning, a weary and fruitless effort. To try to do religious duty outside of Sunday-school or church was something strange and doubtful: to hope really to affect this immense mass of evil in our city was too like an enthusiasm at first to gain much support from practical men. When those of us engaged in the opening of the society remember the reception which our plans met with in many quarters, the polite skepticism, the benevolent sympathy exhausting itself in language, the cold indifference, the distrust and doubt and opposition, we may well wonder that the work was

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ever carried out to successful conclusion."

The opening of the office of the children's aid society brought immediate response from the children. A miserable throng came daily through its doors, telling their tale of poverty and wretchedness, and my father could never have borne the strain of it had he not had the hope and encouragement of promised aid from the fortunate classes. Mr. Howard Potter, the sole survivor in November, 1890, of that band of beginners, used to recall "how, in the early days of 1853, or thereabouts, the trustees met in winter evenings at the office of the society in Astor place to write and sign letters soliciting the help of friends whom they thought likely to take an interest in the work."

In the course of the afternoon visiting of the poorer parts of the city, he soon became familiar with the centres of the worst misery, filth, and vice, and determined where the industrial schools, about to be organized, should be placed. There was no money for such large expenses at first, and Mr. Brace resolved that by interesting the earnest women of the better classes he should accomplish the two-fold object of gaining material aid, and, above all, what he most wished, of bringing the personal influence and sympathy of these fortunate women to bear upon the poor children. Accordingly, by writing, sermons, and lectures, he attempted to prepare the public mind for this demand upon their money

and time and sympathy. He felt that nothing but a personal relation of a far closer nature than is possible in large public schools between teacher and pupils could calm and elevate the wild creatures of the streets. The element of obedience and steadfastness seemed unknown to them. He speaks of "wild, ragged little girls, who were flitting about through the lanes; some with basket and poker, gathering rags; some seeking chances of stealing, and others doing errands for the dance saloons and brothels, or hanging about their doors." When tamed a little they would still be unlike the better-circumstanced child, in being unable to attend school with any regularity, compelled to come late after doing housework at home, and coming often in rags that would have shamed them anywhere but in their own domain, the industrial school. The moment came for the urgent appeals that Mr. Brace had been issuing to bear fruit, and one winter day in 1853 he addressed a small circle of prominent women from all religious sects. He told them of his aim to connect the two extremes of society in sympathy, of his belief that nothing but the "enthusiasm for humanity" inspired by Christ could lead the comfortable and the fastidious to such disagreeable scenes and hard labors as would meet them there, of the patience needed for this steady self-denial, which called for no spirit of mere holiday-work or sudden gush of sentiment. A constitution of the simplest nature was then presented,

and an association organized and officers appointed by the ladies present, and thus was founded the first of these schools, the "fourth ward industrial school." It seems like a wicked story-book, the tale of the opening of this school in a basement of a church in Roosevelt street. "The little girls flew over the benches," he says, "swore and fought with one another, bandied vile language, and could hardly be tamed sufficiently to allow the school to be opened. Few had shoes; all were in dresses torn, ragged, and dirty; their hair was tangled, and faces long unwashed; they had, many of them, a singularly wild and intense expression of eye and feature, as of half-tamed creatures with passions beyond their years." But order soon ruled. The salaried teachers took the discipline in hand. The volunteers, as a general thing, took upon themselves the industrial branches, sewing, knitting, crocheting, and the like. Gradually the poor little things learned what gentleness and unselfish love meant, and the great blessings of the school were repeated as the society grew, these seeds of reform and improvement being sown far and wide about the town. The little girls seemed to be lifted out of the atmosphere in which they had lived. Some, living in the same houses with the gay dance-saloons, avoided them as they would pestilential places. While generally children of drunkards, they were rarely known to have the habit of drinking when grown. As they grew up, they married young mec beer and class

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mechanics, or farmers, if places had been found for them in the country, and were soon far above their own class.

The homeless boys of New York early aroused the interest of Mr. Brace. He used frequently to find ten or a dozen of them packed together to keep one another warm in winter nights under the stairs of printing offices. Two little fellows spent the nights of one winter in the iron tubes of a bridge at Harlem; two others made their beds in a burnedout safe in Wall street. The police called them "street rats," and indeed they seemed about as far removed as these animals from the civilization about them. My father felt strongly that, despite their wild qualities, they could be reached by manly, fair dealing. Independence and a sense of fair dealing are prominent qualities of this class, and it was felt that a house that they might consider their own hotel, with small charges for everything, would attract them. Accordingly, in March, 1854, the first lodging-house for street boys or newsboys in this country was opened. The plan was to give nothing without payment, but at the same time offer more for the money than could be found elsewhere. It was exceedingly puzzling to the youngsters themselves, this undertaking. Ninety good beds were arranged in a large, airy room, a bed to be had on the payment of six cents, with bath thrown in, and supper or breakfast for four cents. Some of the boys suspected that it was a plan of a "preacher" to inveigle them into the "house of refuge," but at any rate it was worth experimenting, and certainly an improvement on sleeping-out. It did not occur to them that discipline was to be the order of the place, and they prepared for a great frolic. But one experience of being lifted quietly from bed and left to shiver in the cold as a retribution for a lark made them realize the discretion of quiet behavior.

Much ingenuity was used to induce them to study. Night school did not appeal to them until one night the superintendent announced that a gentleman had been there looking for an office boy. Great excitement among the boys. "Let me go, sir." and "Me, sir." "But he wanted a boy who could write a good hand." Disappointment displayed on every face. "Well, now, suppose we have a night school and learn to write? What do you say, boys?" The Sunday evening meetings were of the simplest character. Mr. Brace had the power of putting himself into the experiences and seeing through the eyes of these youngsters, because, as he said in a letter to a friend: "I think there is nothing in the world so interesting as a healthy, manly boy. Such I do love." His little parables were drawn from their everyday experiences, and his talks were so simple and full of faith that this service, varied with vigorous singing of hymns by all the boys, was always touching and beautiful. The first year of the lodging-house justified the society's hopes, and 6,872 lodgers availed themselves of its privileges.

Together with the business of this

growing organization were the constant personal relations with the poor in which Mr. Brace was such a firm believer. For years he visited from cellar to attic in the tenement houses, seeking children for the schools, boys for the lodging-houses, and bringing consolation to sick and dying. During these years also there was a necessity for keeping the work of his society ever before the public, and Mr. Brace went about, lecturing, preaching, and often spending every evening in the week and the Sunday in delivering sermons and addresses, both in New York city and other parts of the eastern states.

Among the appreciative letters written after my father's death I find one which says: "His genius solved the problem which had baffled the philanthropists of preceding centuries. He saw that home life, and not institution life, was needed for children, and so he set himself to finding homes for homeless children. It seems so simple to us now, now that we know all about it; but it required his penetration, his genius, to reveal to us what is self-evident when once our eyes are opened." Perhaps no department of the children's aid society has received more attention than this of western emigration to which Miss Schuyler alludes in the letter quoted above. The industrial schools, the news boys' lodging-house, useful as they were, only did their best for children in demoralizing environment. Gradually the conviction forced itself upon Mr. Brace that no real, permanent good could be accomplished comparable to that of setting these victims of misfortune in new surroundings of a purer and finer kind. Asylums did not satisfy him, for in removing the children in this way from temptation they were removed also from the healthful stimulus and natural influences of their place in the community and family, and in 1850 he conceived the thought that farmers in the far west might be persuaded to receive these children into their midst. "No public charity," he said in his annual report of 1888, "can for a moment equal in healthful influence the humble home of an honest and kind-hearted man and woman."

After describing the difficulties of knowing what to do with vagrant children, not really depraved, and conviction that institution life is not the best thing for them, he says it was but a natural inference that the great westagricultural community was the place for these victims of misfortune. He describes at length the conditions of the western homes. how an extra mouth to feed is not considered at all, while the pay of hired "help" is a consideration. how the relation of servant and mistress is too complicated for that simple mode of life, while an adopted child who can give help, become one of the family, and share in the small interests and pleasures of the household is a boon. It is needless to say how innumerable were the objections offered to this plan; however, they all fell to the ground before my father's confident belief of a from thro one gelic latio cial "The good hum thro my pati or tow

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and the support and courage of those associated with him. Circulars were sent out through the city weeklies and rural papers. Hundreds of applications poured in at once from farmers and mechanics all through the Union. Of course every one wanted an especial kind of angelic child, and the turmoil and tribulation at first of trying to satisfy special demands is amusing reading in "The Dangerous Classes." But it is good to read too of the spirit of humanity and kindness shown throughout the rural districts, and my father speaks of the sublime patience which was - not in one or two families alone - exhibited toward these unfortunates. Soon, however, it was decided to make no effort to supply a particular kind of child, but instead, a band of fifteen or twenty little emigrants were sent out under an agent to a town in Illinois, Nebraska, or Kansas; a town meeting then was held and children selected by their future parents. This plan has continued to the present day.

This sketch has already exceeded the allotted limit and must come to a close. It has been possible for me to do no more than indicate the beginnings of the branches of a work now well known. Energy, a complete dedication of himself, and a very rare power of producing a contagious enthusiasm for humanity among the wealthier classes to whom he was ever presenting his aims and hopes—these were the qualities which brought forth so rich results.

BOOK NOTES

Annual reports of charita-New York State Charl. ble and otherwise benefitles Ald Association. cent agencies are a branch of literature which has not yet reached its fullest development. The little pamphlets which come to be familiar yearly visitors may rest on library tables for a time, but usually go into the waste-basket unread. But our best men, busy as they may be, who give generous subscriptions to these agencies, should follow up their money by this much of personal service at least-a careful scrutiny of what the agencies are doing, what they are not doing, and what they wish to do. And really good agencies, in a year's work, must have learned something worth saying, not merely to conscientious subscribers, but to public-spirited citizens, and especially to the special workers everywhere in the same field. The reports of good agencies are, or may be made, as valuable to intelligent charity workers as good medical journals are necessary to good physicians.

The New York state charities aid association stands for thought, for earnest effort following thought, and therefore for the result of progress in its own work and improvement in charitable work in the state. It is composed of citizens, not public officials, who wish to secure for the public institutions of charity in New York state the best possible administration, for the improvement of the condition of their inmates, and the

adoption by charities, public and private, of such measures as will develop the self-respect and increase the power of self-support of the poorer classes of society. The association is recognized by law, and is in close touch with the state boards of charity and of lunacy and with public charity officials in city and county. Its work is done by a number of interested managers, by nearly one thousand volunteer workers living in all parts of the state, and especially by several paid officials, selected for their experience and ability, who are absolutely necessary to give unity and continuity to the work. Its work during the past year, beside the preparation for the national conference of charities and correction of a report on the administration of public aid in the largest seventythree cities in the country, and other like educational efforts, has been the inspection of almshouses and public hospitals in forty-five of the sixty counties of New York state, including all those in New York city; the appearance through committees before authorities in sixteen counties to urge adequate appropriations for needed improvements in public institutions; the examination of all proposed legislation relating to charities, followed by active efforts to further desirable measures and to defeat measures detrimental to public interests; and the promotion, partly by its own officials and partly through cooperation with other agencies, of child-saving by means

1 Twenty-sixth annual report, 1898. 105 East 22d street, New York.

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of "placing-out" or boarding children in families. This work was done last year with an expenditure of \$8,581.81. The result, in actual money saved the taxpayers and in the betterment of the whole community, can safely be estimated as of far greater value than the money spent.

Most noteworthy of the details of the association's recent work are the efforts to decrease the number of children who are public charges in institutions by intelligent use of the methods of boarding-out or placing-For many years one county committee of volunteers has been caring, with excellent results, for the destitute children of the county in families. Another county committee and a committee for a small city have been doing the same work successfully for several years. the central A committee of management has been setting a splendid example of what can easily be done to improve the condition of mothers and infants who lack family life, by placing mother and child together in a good country home, the mother earning their maintenance by service. Four hundred and twenty-two mothers with babies were so cared for last year, the average expense to the association for each being \$4.69. The death rate of the children was only 1.6 per cent. Of the mothers who passed out of the care of the association, a large majority are now independent of any charitable aid. During the past year, when the charter of greater New York has gone into effect, has

been added an effort to prove to public officials and the public mind the economy and the humanity of placing-out or boarding-out, under the necessary care, many of the children who are city charges in institutions, public and private, or who have been put in families without careful supervision. This has been made possible by the cooperation of several of the commissioners of charities. The beginning is small, but the results are encouraging.

For many years the state charities aid association has watched with apprehension the increase in New York state of the number of dependent children, an increase out of all proportion to the increase of population. New York city has long stood in marked and unfavorable contrast with its neighboring large cities in the proportion to population of these charges. Under the new constitution of 1805, and the increased powers of the state board of charities over acceptance of public charges, there was expectation of greater enforcement of parental responsibilities, of diminution of protracted institutional life, and of increase in the proportion of children living under normal conditions of family life. The position of the association is reasonable. in favor of that care and those methods of child-saving in which it believed. It aims first to see secured a reasonable control over grants of public money to private institutions so as to make public aid truly beneficent in its results; but if that can not be secured then it

wishes New York to adopt the system of most of the other states—public charges to be maintained entirely by public officials, and other dependents to be maintained exclusively by charity.

The question may fairly be raised, how far a body like the state charities aid association should assume as a permanent work such special duties as those of a society for the placingout of children. No doubt all will agree that it is doing a great service in demonstrating to the public mind the benefits of good boarding-out and placing-out. But its aim certainly should be, as defined by its own by-laws, and illustrated by its splendid service in recent years in securing intelligent care of all indigent insane persons by the state, to induce the adoption of progressive measures of charitable administration by those who are administering charity-by the community at large.

JEFFREY R. BRACKETT.

The Paternal State.³

The writer of this book, who bears a French name, the degree of a German university, and is an American citizen by adoption, has attempted to show from the history of France and Germany what America may expect when the state as such becomes invested with attributes "which individuals alone should possess, and with an authority which they should

never abdicate." With characteristically French disregard of historical proportion, Dr. Gaullieur has pictured the French and German citizen of to-day: a first-rate machine under supervision, a splendid fighter under great leaders, a most inveterate coward when left to his personal incentive. This puppet creation of generations of paternalism on the part of the state is held up to Americans as an awful example of what may happen should we trust to the state the control of our railroads, our telegraph systems, or other of the many forms of commercial monopoly which might be brought under state management. The presentation is interesting. Some familiar facts in French and German history are shown to the reader in a novel light. But as an argument against the extension of the functions of the state in Anglo-Saxon countries the book, while worth thinking about, is hardly convincing. A much stronger argument against state paternalism in the United States might be made from the venality which characterizes the average American politician. Some things, especially in Germany, are done by the state in a way which we can not begin to equal, and there are some things in our own country to-day which in private hands are so thoroughly mismanaged that it would seem that no change of control could possibly make them more unsatisfactory.

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Aged poor: Boston, viii, 314. Canada, viii, 217. England, viii, 257-60. Agricultural Banks, v, 284-5. Depression, v, 48-50, 105-10. Almsgiving: vs. charity, iv, 169-70; v, 123-7; vi, 180-2. and urban congestion, ii, 420-6. Almshouses: Contract, viii, 552-6. Illinois, county farm, vii, 764-7. Michigan, district poorhouses, vii, 1031-5. and Workhouses, vi, 482-4. Altruism and progress, vii, 897-913. Arbitration, see labor. Army mismanagement, viii, 341-5. Montauk, viii, 368-73. Soldiers in city hospitals, viii, 374-80. Army and navy aid, viii, 173, 223-30, 261-4,

274-86. Austrian poor-law system, iii, 168-77. Banks, see savings. Baths, ii, 143-52 Boston, viii, 391, 495. Brooklyn, iii, 52-3. England, ii, 144-6. New York, ii, 180-3. Philadelphia, vii, 988-9. Pittsburgh, vii, 890. Bavaria, poor in, see Rumford. Beggars, see paupers. Belgium, industrial reform, ii, 365-70. Berlin, charities of, vii, 696-8. Birmingham, municipal government, ii, 206-7. Blind, the Convention of American instructors, vi, 529-31, Education, i, 175-7, 263-7. Pennsylvania institution, viii, 266-7. Readings, public, viii, 310. Notes, vii, 627, 715-6, 785-6, 885, 977-80, 1045. Boarding out, ii, 254-61. Children, vi, 61-3. Paupers, vi, 481. Boys Clubs, military drill, iv, 235-41. See also under children. Brace, Charles Loring, i, 239-50; viii, 557-63. Brinkerhoff, Roeliff, ii, 429-31. Burial reform, i, 311-4. See also cremation, v, 198-201.

Cooperation in charity, vii, 858-68; viii, Juvenile reformatories, vi, 441-8. Census, criticism of U. S. bureau, vii, 968-71. Chain-letters, iv, 218-9; v, 274-6. Chalmers, Thomas, vii, 565-76. Charity vs. almsgiving, iv, 169-70; v, 123-7; vi, 180-2. American, iv, 125-8. Ancient vs. modern, iii, 3-6. Berlin, vii, 696-8. Boston, vi, 41-3. and the church, iii, 138-9; iv, 57-64. Cooperation, ii, 21-34; vi, 385-96. against begging, i, 67-72. Catholic, vii, 858-68. Criticisms, iv, 169-81, 285-9. and democracy, iv. 281-90. Disorganization, i, 87-8. and excise, Buffalo, iv, 319-23. False conceptions, iv, 337-44. Financiering: Advertising, viii, 209. Chain-letters, iv, 218-9; v, 274-6. Collectors' percentage, i, 152-3. Endowments, i, 153-8; viii, 545. France, protestant, iv, 65-77. Fresh-air, see this title. Harvard, iv, 315-8. Hebrew, see this title. India, vi, 262-4, 302-7 Indiscriminate, ii, 185; iv, 386-7. Injury by, iii, 138. Japan, i, 287-98. and kindergarten, vii, 943-50. Legal, see legal aid. Legislation affecting, see this title. Medical, see hospitals and dispensaries. of New York city, viii, 56-8. Organization, see this title. Private vs. state, iii, 226-35. Problems of, iii, 1-16; iv, 169-80. Quasi-public, i, 152-9. Reform in, v, 175-81. Relief, see this title. and schools, iv, 57-64. Scientific basis, iii, 263-74. Societies, surplus in Philadelphia, iv. 387; viii, 522. State, see state boards and commissions. and the state, vii, 1002-19. State aid, ii, 286-7. State vs. private, iii, 226-35. Suggestions, i, 211-4. Sympathy and reason in, vi, 289-301.

Buzelle, George B., ii, 432-6.

Workers:

Qualifications, vi, 17-26, 309-11. Training, see education in philanthropic

Charities and correction:

Conferences, see conventions.

Exhibit at world's fair, Chicago, i, 327; ii, 91-9, 399-409, 442-6.

Instruction in, university of Wisconsin, v, 289-93.

Legislation, see this title.

Need of separation, ii, 164-70.

Charities Review, scope of The, i, 42; vi, 1-4.

Charity organization, viii, 181-5. Catholic cooperation, viii, 383-6.

Church districts, Buffalo, v, 215-8; viii, 7,

127-8. Cities, ii, 3-10; iv, 259-64.

Criticisms, v, 279-81, 390.

Defence, v, 282-3.

Discussion, 25th national conference, viii, 167-8, 514-27.

Distress, study of causes, viii, 57-9, 469-72,

District, vii, 595-9.

Education by, ii, 16-20; vi, 315-20. Emergencies, iii, 275-81.

Employment agencies, see this title.

English, viii, 453-5. English view of American, ii, 282-5.

Friendly visiting, see this title.

Growth and character, i, 191-200.

Investigation, iv, 129-37.

Principles, iv, 393-400. Problems, vii, 751-4.

Scope, i, 1-5, 201-10.

Small communities, iii, 178-82.

Southern cities, iv, 259-64.

United charities building, New York, ii,

301-14. Notes :

Baltimore, ii, 133; iv, 265-8; viii, 59-60, 500, 507, ff.

Boston, viii, 507, ff.

Chicago, v, 294-7; viii, 543. Grand Rapids, vi, 501-5.

Indianapolis, i, 100-3; v, 272.

Jersey City, viii, 452.

Keokuk, viii, 355, 499. London, Ont., viii, 218. Meridian, viii, 216.

New Haven, iii, 159-67.

New Orleans, viii, 116-7.

New York, i, 44-5, 88-90, 141-2, 187-8,

232-4, 276-9, 329-30, 380; ii, 83, 134-6, 186-9, 241-3, 292-8, 342-3, 391, 448-50;

iii, 239-43, 301-3, 357, 400-2; iv, 51-2,

105-6, 155-7, 220, 270-3, 328, 382; V, 44

160-2, 218 ; vi, 81, 188-90 ; vii, 782 ; viii,

56-9, 499-500, 507, 544. Oakland, viii, 455.

Orange, iv, 53, 101, 157-9, 273-5, 329, 382-

5; v, 45-7, 332. Ottawa, viii, 456.

Stamford, viii, 499

Washington, viii, 212-3 Wilmington, Del., v, 383. Children: Boarding-out, see this title. of catholic church, ii, 276-8; viii, 545. Conference, national, v, 427-45. Communities:

Also, miscellaneous, ii, 190; iii, 97-102,

142-150, 197-203, 247-54, 313-7, 359-64,

407-13; iv, 106-8, 159-60, 330-3; vi, 83

4, 268-73, 374-5; vii, 624-7, 879-82, 973-

5, 1040; viii, 402-4, 452-6, 499-500,

Farm schools, i, 316; vi, 539-40; vii, 711-2. George junior republic, iv, 326.

Crêche, Paris, i, 368-9.

Cripples, brush shop for boys, ii, 40.

Defective Child-study applied to, vi, 427-37.

543-5-

In England, viii, 460.

Defective eyesight, vi, 515.

Delinquent, vi, 92. Canada, viii, 217.

Catholic reformatories, vi, 441-8.

Colorado, viii, 502.

Discussion, 25th national conference, viii, 161-2

Massachusetts institutions, viii, 500-2.

Minnesota public school, ii, 261-9. Negroes, Virginia, viii, 210. Truancy, London, viii, 503.

Women in reformatories, viii, 219.

Dependent, viii, 451-2.

Almshouses, exclusion from, Indiana,

viii. 6.

Country homes, Indiana, viii, 6.

Discussion, 25th national conference, viii,

164-5. Family homes, v, 140-5; vi, 485-7; vii,

State care, vi, 261-2.

Indiana, ii, 239-40; iv, 376-81. Massachusetts, v, 89-93; vii, 788-9;

viii, 347.

Minnesota, ii, 261-9.

New Hampshire, vi, 27-30. New Jersey, viii, 66-8, 215, 547.

Desertion, v, 427-30. Fresh-air, see this title. Industrial schools, see this title.

Day Nurseries, i, 365-76.

Foundlings, v, 432-4.

Hospitals, vii, 1052; viii, 217. Institution life, ii, 270-5; v, 403-7, 437-40.

After-care, viii, 400-2.

Dispensing with, v, 431-2.

Insurance, viii, 33-9, 71-3, 144-5.

Jewish, vi, 438-40.

Kindergartens, see this title.

Labor, vi, 221-9.

Legal aspect, ii, 249-54.

Legislation affecting, see this title.

Mothers, see parents (below). Negro, District of Columbia, v, 94-8.

Ontario, v, 385-6.

Parents: Help for, New York, viii, 499-500, 544.

Mothers, v, 408-14, 435-6; vi, 95.

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Retention of children, New York, viii, 5. Placing-out, vi, 534; vii, 577-86. Boston, viii, 546. New York, viii, 5, 53-5. Ohio vs. New York, viii, 451. in the West, ii, 215-25. Societies: Aid, New York, i, 241-50; viii, 558-63. Catholic, New York, viii, 545. Home and Aid, Illinois, viii, 55. Vagrant, v, 157-60; vi, 61. Votes, i, 213-4; vi, 378, 534-5; vii, 629, 711-2, 788-90, 882-3, 975-7, 1044-5; viii, 400-2, 451-2, 300-3, 545-7. Chinese, vii, 914-21, 964-5. Christianity, means of social regeneration, iv, 291-98. Christian social union, England, vi, 537-8. "Christmas society" and its critics, i, 105-14; ii, 188-9. Church : and charity, iii, 138-9; iv, 57-64. Cooperation in charity, v, 215-8; viii, 7, 127-8, 535-6. Institutional, see this title. and modern world-movement, v, 5-16. and poverty problems, ii, 347-56. State aid to, ii, 286-7. Citizens' union, New York city, vi, 280. Civil service: and army mismanagement, viii, 342-3. New York, viii, 60. Colonies: Agricultural, see farm (below). Communistic:
"Freeland," vi. 282. Texas, iii, 28-46. Compulsory, iv, 78-86. Epileptic, see this title. Farm, iv, 161; vi, 129-31, 260. France, iii, 20-1. Hadleigh, England, iv, 55. Hebrew, i, 34-5.
Vagrants, New York, viii, 55.
Westmoreland, England, vii, 693-5.
Labor, Germany, iv, 78-9; v, 389. Penal, vi, 70-1. New Caledonia, vi, 536. Sakhalin, vi, 513-4. Conferences, see conventions. Consumers' league, England, vi, 537-8. Consumptives, vi, 238-41; viii, 266. Conventions: Africa, international congress at Chicago, ii, 437-41.

Blind, American instructors, vi, 529-31.

Charities and correction, etc.:

National conferences:

19th, Denver, i, 326. 20th, Chicago, ii, 236-7. 21st, Nashville, iii, 403-7.

131, 200-2.

Canadian, 1898, viii, 402, 452. International congress, Chicago, 1893, ii,

22d, New Haven, v, 134-9

23d, Grand Rapids, v, 368-78. 23d, New Orleans, vi, 145-51.

i.

24th, Toronto, vi, 523-6. 25th, New York, viil, 3, 61-2, 120-4, Charity organization section, vili. 514-27 Reports from states, viii, 200-6. 26th, Cincinnati, viii, 171-3. New England, iii, 92-4. State conferences: Illinois, vii, 893; viii, 513. Indiana, iii, 305-13; v, 41, 384. Maryland, vii, 893-5; viii, 495-6. Michigan, iv, 153; v, 111-2. Minnesota, iii, 192-7; v, 41-2, 223; vii, 796-8; viii, 494. Missouri, vi, 81. New Jersey, iii, 141; viii, 494-5. New York, iii, 94; viii, 210-2, 395. Ohio, v. 42. Pennsylvania, v. 43; vii, 892. Wisconsin, v, 43. Trans-Mississippi conference, Omaha, viii, 261, 309, 345-6. Child-saving, v, 427-45. Civic philanthropic conference, Battle Creek, vii, 793-6. Feeble-minded, superintendents, viii, 215 Humane association, Nashville, vii, 796. Indian conference, Mohawk, viii, 389. Negro conference, Tuskegee, vi, 242-6. Prison association: Denver, 1895, v, 38. Indianapolis, 1898, viii, 409-12. Working women's clubs, Philadelphia, vi, Workmen, accidents to, Berne, i, 50-4. Convict, see prisoners. Cooperation Housekeeping, iv, 147-8. Production and distribution, England and France, vi, 66-7. Cost of living, what is the, i, 268-75. Craig colony, iv, 324-5. Craig, Oscar, iv, 150-1. Cremation, advantages of, v, 198-201. Crime, see under prisoners. Criminal anthropology, vi, 71-2, 109-17. Criminology in universities, vi, 44-7. Cripples, brush shop for, New York, ii, 40. Crofton, Sir Walter, vii, 613-4. Cumulative sentences' bill, New York, iv, 272. Curfew law, v, 441-3; viii, 549. "Darkest England" social scheme, i, 219-27. Darwinism and philanthropy, vii, 897-913. Deaconesses' homes, vii, 712. Deaf, the : Education, vii, 606-10, 702-3. Marriage, vi, 178-9. Training in speech, iv, 299-306; viii, 117-8.

Notes, vi, 86-8, 274-6, 376, 532; vii, 627,

713-5, 786-8, 883-5, 980-1, 1046.

Children, child-study for, vi, 427-37.

Defectives, v, 67-75

Dependent, vi, 487-92.

Duty to, v, 391-402.

Training, v, 57-66.

323-7

See also the special classes of defectives. Degeneracy, causes and prevention, vii, 679-86. Democracy: and charity, iv, 281-90. Definition of, iv, 282-3. Dispensaries See hospitals and dispensaries. Distress, study of causes, viii, 57-9, 469-72. Dora, "Sister" (Dorothy W. Pattison), viii, 413-7 Drumgoole (Father), John Christopher, viii,

Drunkards, see temperance. Dunbar, Paul Lawrence, vii, 828-37.

Economics: and ethics, iii, 6-16. and philanthropy, v, 387-9. Economy, household, i, 122-7. Education: Free, vs. free food, i, 73-6. in Philanthropic work, social science, etc., ii, 16-20, 305-9; iii, 47-51, 288-300, 304-5; iv, 63-4, 93-5, 99-101, 191-7, 198-209; vi, 93, 281, 308-21; viii, 109-14, 315-20. See also friendly visiting. Elmira reformatory, see prisoners. Employment agencies: Brooklyn, ii, 328. Charitable, iv, 1-16; vi, 397-403; viii, 523-7. Ohio, i, 304-10. Epileptic, the :

Colonies Craig, iv, 324-5; viii, 395-7. France and Germany, v, 119-20. New Jersey village, viii, 444-5. Ohio, vi, 469-75. Pedagogic training, viii, 492-3. Scientific research, viii, 446.

State care, v, 117-22. Trained attendants and nurses, viii, 445-6. Notes, vi, 282, 381; viii, 395-7, 444-6, 492-3. Excise and Charity, Buffalo, iv, 319-23.

Factory conditions, improvement of: National cash register co., viii, 473-8. Feeble-minded, the: in almshouses, New York, viii, 497. Care of, v, 270; vii, 674-86. Classification, New York, viii, 448-9. Custodial care, v, 76-88; viii, 289-300. Discussion, 25th national conference, viii, 161. Keller institute, Denmark, iii, 79-84. Nicolle, Leontine, ii, 116-25.

Prodigies, vi, 74. Rhode Island, viii, 314, 338-40. Trained attendants and nurses, viii, 389-90, 491-2. See also children, defective.

Notes, vi, 276-7, 534; vii, 628, 886; viii, 448-9, 491-2

Food economy, errors in, v. 146-54. Food, free, vs. free education, i, 73-6. Fraternal orders, American, viii, 550-1.

Boston, viii, 348-9, 442-3, 486. Chicago, viii, 265, 350-1. Cooperation, vi, 283. Dayton, viii, 310-1. New Jersey, viii, 269. New York, viii, 57, 269-70. Friendly societies vs. industrial insurance, see this title. Friendly visiting, iv, 229-34; vi, 322-5. Aids, v, 202-10. Baltimore, viii, 60. Continued care of families, iv. 418-24. Discussion, 25th national conference, viii, Experience, ii, 234-6; vi, 247-51. Influence in improving homes, ii, 76-82. Investigation, iv, 129-37. Opportunity of, ii, 64-6, 323-31. Personal service, ii, 67-75; iii, 183-6; iv, 477-92. a social force, vii, 742-50.

Fresh-air charities, vi, 230-7.

Training, ii, 48-58, 58-64. See also education in philanthropic work. True charity, iii, 352-6. Galesburg, Ill., social structure of, v. 247-58.

305-20, 350-63, 415-26. George junior republic, iv, 326. German society of New York, the, viii, 17. Gibbons, Mrs. Abby Hopper, ii, 379-89. Glenn, John, v, 277, 302-4. Gothenburg system, see temperance. Grace church, New York, settlement work of, viii, 418-25 Grinnell, George Bird, vi, 141-4. Gurteen, Stephen Humphreys, viii, 364-7.

Hale, Edward Everett, i, 335-41. Hayes, R. B., ii, 197-202. Health, public : Cremation, v, 198-201.

Dependence on municipal administration. ii, 206-7. Milk, pure, vii, 874-6; viii, 308.

Refuse cremation, vi, 74-5. Sanitation:

Anti-filth crusade, New York, iii, 346-50. Dependence on Municipal administration, ii, 358-61.

Influence on character, ii, 211-3. Relation to public health, ii, 204-11. and sociology, v, 389. See also baths, public; fresh-air charities;

housing of the poor, etc. Hebrew charities : Baron de Hirsch fund, i, 30-8. Farm school, Pennsylvania, vi, 539-40. Hebrew institute, New York, i, 36, 92-4. Immigrant aid, i, 36-8. Settlements, agricultural, i, 34-5. Hereditary crime, vii, 637-8.

Hereditary neuroses, vi, 368-9. Homeless, the: Klondike destitutes, Seattle, viii, 124-6, 544. Vagrants, i, 355-64; iii, 57-69.

Legislation affecting, vii, 587-94.

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Married, iv, 401-17. New York, v, 341-9. Small cities, v. 335-40. Work test, see labor test. Home substitutes: Baltimore, vii, 989. Boston : Lodging-house regulations, viii, 115. Wayfarer's lodge, iv, 386. Celibacy and lodging-houses, vii, 695-6. Glasgow, i, 22-5 London, salvation army shelters, i. 219-27. Municipal lodging-houses, i, 20-6; ii, 238, 293-8, 390. New York City lodging-houses, viii, 4, 22-5. Farm colony for vagrants, viii, 55. Mills houses, vi, 69; vii, 890. Wayfarer's lodge, iii, 89-90. Yonkers, Hollywood inn, vii, 783. Washington, ii, 279-82. Hospitals and dispensaries: Ambulances, viii, 547-9. Discussion, 25th national conference, viii, 162-4. Dispensaries : Abuse of, iii, 127-31. and pauperism, vi, 360-2. Experimentation in hospitals, viii, 271. Financiering: Pooling hospital collections, New Jersey, viii, 506. Saturday and Sunday association, New York, iv, 109. Hospital administration, viii, 503-6. Hospital construction, viii, 437-40. Incurables, Chicago home, viii, 308. Medical charities, viii, 3, 9-15. Nurses District, i, 160-6; vi, 138-40, 375; viii, 320-2. Entertainment for patients, viii, 337. Home of, v, 239-46. Sanitarium, Piedmont, iv, 246-55. Notes, vi, 273-4, 375-6; vii. 628, 712-3, 792-93, 886-7, 982, 1051; viii, 393-4. 437-40, 503-6, 347-50. Housing of the poor, ii, 209-10. Building code, New York, viii, 390, 544. Cooperative housekeeping, iv, 147-8. Floating population, i, 20-6. Home substitutes, see this title. Improved dwellings, iv, 425-33, 453-8.

Justice for the tenements, New York, iii, 343-51. Model tenements, i, 129-40; vi, 382; vii, 636. Sanitary oversight of dwellings, iv, 434-9, 460-2. Slums: Boston, viii, 242-55, 348, 535. London, clearing of, viii, 118. Tenement problems, New York, i, 129-40;

ii, 325-6; iii, 343-51.

Howard, John, viii, 231-6.

Hygiene, see health.

See also sanitation, under health, public.

Howe, Samuel Gridley, i, 174-8; vii, 812-27.

k

Imbeciles, see feeble-minded. Immigration, iii, 70-8. Alien insane, viii, 267-8. Chinese, vii, 914-21, 964-5. Discussion, 25th national conference, viii, 165-6. Effect on working men, iv, 363-75. Hebrews, aid to, i, 30-8. Italians, iv, 17-40. Law affecting, vi, 520-2; vii, 587-94. Present aspect of, iii, 390-9. Pauperism and crime vs., iii, 117-26. Restrictions, iii, 72-8, 123-6. Statistics, 1895, v, 165. Indians Need of charity organization principles toward, v. 53. Grinnell, G. B., vi, 141-4. Mohonk conference, 1898, viii, 389. Schools, vii, 629-30. Industrial insurance, viii, 1, 26-48. Child insurance, v, 128-33; viii, 71-3. Discussion, viii, 138-55 English views, viii, 406-8. in Massachusetts, viii, 68-71. vs. penny provident fund, v, 99-104. St. Louis, viii, 174. Industrial peace, ii, 153-9. Industrial reform, Belgium, ii, 365-70. Industrial schools: Foulke & Long institute, v, 327-8. Lancaster, Mass., v, 265-7. Lyman school, v, 379-81; vi, 335-45. See also manual training. Insane, the: After-care, vii, 666-73; viii, 220-2. Alien insane, viii, 267-8. Almshouse, removal from, Baltimore, viii, 53. Belgium colony, Gheel, viii, 356-7. Care of, England, iv, 138-41. Colorado, viii, 118, 489. Commitment: By criminal process, viii, 490-1. Southern states, v, 330-2. Curability, viii, 328-36. Discussion, 25th national conference, viii, 158-60. Health, vii, 661-5. Increase, England, vi, 177. Indiana, viii, 490, 493. Lunacy commissions, vi, 36-40. Manual training, v, 383-4. Massachusetts board, viii, 358-63. Minnesota, viii, 489. New York statistics, viii, 450. Open-door system, Maryland, viii, 542. Oregon, viii, 542. Pauperism, relation of insanity to, viii, 448. Prevention, viii, 399 Psycopathic hospital, viii, 397. Wisconsin system, viii, 446-8, 487-8. Notes, v, 164; vi, 85, 532-4; vii, 628, 716, 885-6, 981; viii, 397-400, 446-8, 487-91, Institutional churches, vi, 264. Grace, New York, viii, 418-25. People's palace, Jersey City, i, 90-2.

St. Bartholomew's, New York, iv. 162-3. Tee-To-Tum club, New York, ii, 371-8. Institutions:

Cookery and food supply, v, 164. Politics in, viii, 166.

Sanitary hints for, viii, 63-6 See also under various classes of institution

inmates.

Insurance: Fraternal, see this title. Industrial, see this title. Workingmen's, i, 49-54. England, viii, 257-9. Europe, v, 156-7. Switzerland, vi. 64-6. Intemperance, see temperance.

Juvenile delinquents, see under children.

Keller, Helen, vii, 872-4. Keller institutes, Denmark, iii, 79-84. Kennedy, John S., i, 228-31. Kindergartens:

and charity, vii, 943-50. New Jersey, viii, 309-10. Klondike, destitute men from, viii, 124-6, 544.

Labor:

Accidents: Congress of Berne, 1890, i, 50-4. Employer's liability, vi, 326-31; viii, 257-0 Arbitration:

Hatters, Danbury, ii, 156-9. Masons, New York, ii, 155-6. Miners, Belgium, ii, 365-70.

Bureaus, see employment agency. Clubs:

Hollywood Inn, Yonkers, vii, 783. Tee-To-Tum club, New York, ii, 371-8. Colonies, Germany, v, 389. Compulsory, ii, 42-5.

Convict, vi, 31-5. Georgia, viii, 52. Louisiana, viii, 52.

Louisiana, viii, 52.

Massachusetts, viii, 51-2, 405.

Teaching of trades, viii, 53.

production, England and Cooperative production, France, vi, 66-7.

Factory conditions improved, viii, 473-8. and immigration, iv, 363-75. Increased production vs., i, 55-9 Industrial reform, Belgium, ii, 365-70. Justice in work and wages, v, 19-24. Organization vs. English law, i, 6-11.

for paupers, Berlin, Birmingham, iv, 89-90. Problem, solved by equal rights, ii, 153-9. Property rights of employé, v, 1-10. Strikes

Coal, 1894, iv, 41-5. See also arbitration, above. Tests, iv, 119-24, 174-6, 466-76. Buffalo, v, 213-4 Importance of, iii, 6-8,

Municipal, iv, 440-5. New Haven and Providence, iv, 449-51. Rochester, iv, 441-4.

Trade unions, English, i, 7-11. See also employment, immigration, industrial schools, manual training, etc.

Legal aid: Chicago protective agency for women and children, viii, 287-8.

New York, viii, 4, 15-21. Legislation:

Charities and correction, i, 328; ii, 128-30; iv, 96-8, 272; vi, 346-50, 404-12; viii, 346-8.

Children, ii, 249-54. Curfew law, v, 441-3. Illinois, viii, 511-3 Massachusetts, viii, 347. New York, vi, 493-500.

Immigration and tramps, vii, 587-94.

Employer's liability, vi, 326-31. Organization, England, i, 6-11. Prison, vii, 951-4.

Poor laws, iii, 85-8, 168-77, 374-6; vi. 476-92.

and reform, ii, 311-2. Temperance, i, 27-9; vi, 72-4; vii, 617-20; viii, 458-60. See also under various subjects of legisla-

tion. Loan associations, see savings. Lodging-houses, see home substitutes. Lombrosianism, vi, 71-2.

Lombroso's criminal type, vi, 109-17. Lotteries in Louisiana, i, 143-51. Lynch law at the south, vii, 779-81.

McCulloch, Oscar Carlton, i, 97-104. McDonogh, John, i, 315-25. Manual training, i, 60-6; iv, 178-9; v, 113-6. vs. crime, vii, 1020-30. See also industrial schools. Marriage, state regulation of, vii, 704-7.

Miners, strike of American, 1894, iv, 41-5. Mines, management of, ii, 365-70.

Municipal affairs, viii, 390-3, 440-4, 485-7, Boston:

Advisory boards, mayor's unpaid, viii, 49-50.

City Record, viii, 50. Free lectures, viii, 486.

Institutions registration department, viii, 441-2.

Charities, discussion, 25th national conference, viii, 160-1. Elizabeth, viii, 536.

Great Britain, ii, 206-7; iv, 214-6.

Haverhill, viii, 534.
"Lost tenth" in Potter's fields, viii, 444. Municipal league conference, viii, 485. New Orleans

Public subsidies for private institutions, viii, 440-1.

New York: Building code, viii, 390, 544. Citizens' union, vi, 280. Debt limit and charity, viii, 354.

Recreation pier, vii, 711. Waring memorial, viii, 485.

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Play Bos Chi De Ne Ph Reform, ii, 361-4.
Seattle:
Homeless men from the Klondike, viii, 124-6.
Statistics of cities, viii, 119.
Urban congestion, almsgiving a cause, ii, 420-6.
Yonkers, viii, 537.
See also baths, fresh-air charities, health, home substitutes, housing of the poor, play-grounds, vacant-lot cultivation, etc.
Muscogee federal prison, vii, 801-11.
Negro:

Negro:
Children, District of Columbia, v, 94-8.
Conference, Tuskegee, vi, 242-6.
Poetry (P. L. Dunbar), vii, 828-37.
Reformatory, Virginia, viii, 210.
Notes, iv, 216-7; vi, 378-9; vii, 718, 983.
Newsboys:
Organization in Grand Rapids, viii, 236-41.
Nicolle, Leontine, ii, 116-25.
Nurses, see hospitals and dispensaries.

Old-age pensions, viii, 257-60.

15-

nd

30;

-8.

vi.

0 ;

la-

1-6.

5-7

iii.

ent,

on-

ns,

Paine, Robert Treat, vi, 382-4. Pattison, Dorothy Wyndlow ("Sister Dora"), viii, 413-7. Paupers: Able-bodied: Employment, Berlin and Birmingham, iv, 88-90. Training, iv, 87-92. Treatment, Switzerland, vi, 539. America, vi, 127-32. Beggars: Cooperation against, i, 67-72. New York, viii, 57. Suppression, i, 213 Children, see this title. Contract care, New York, viii, 552-6. and dispensaries, vi, 360-2. and immigration, iii, 117-26. increase, v, 183-5. and insanity, viii, 448. Relief, see this title. and taxation, i, 115-21. Pawnshops, see savings. Peabody, George, iv, 242-5.

Penny provident fund, i, 280-2; v, 100-3, 212-3. Philanthropy: in colleges, vi, 93, 281. and Darwinism, vii, 897-913. and economics, v, 387-9 Education in, see this title. Personal, i, 239-50. and politics, ii, 357-64. and unitarianism, v, 25-32. Playgrounds, viii, 352-3. Boston, viii, 217, 349. Chicago, viii, 351. Denver, viii, 443-4. New York outdoor recreation league, viii, 353-4. Philadelphia, viii, 392.

Political economy, historical school of, i, 13-5. Politics: in institutions, viii, 166. and philanthropy, ii, 357-64. Poor, the: Aged, see this title. Bavaria, see Rumford. Children, see this title. Distress, study of causes, viii, 57-9, 469-72. Homeless, see home substitutes. Housing of, see this title. Laws: American, vi, 476-92. Austrian, iii, 168-77. English, iii, 374-0. Western, iii, 85-8. Poverty: Causes, iii, 383-9; iv, 142-6. and the church, ii, 347-56. Studies in the life of, viii, 2. 1. Industrial insurance, viii, 26-48, 68-73, 138-55 2. Vacant-lot cultivation, viii, 74-107. 3. Public outdoor relief, viii, 129-37. 186-99. Postal savings, i, 342-54; viii, 356. Poverty, see poor. Prisoners: British prisons act, viii, 457-8. Classification, vii, 642-5. Colorado, viii, 496. Crime: Destitution caused by, iii, 383-9. Hereditary, vii, 637-8. Homicide, vii, 1036-7. Homicide, lynching, and suicide, statistics, vii, 961-4. and immigration, iii, 117-26. Manual training vs., vii, 1020-30. and pauperism, iv, 58-9. Physical inferiority a cause, vi, 179. among women, v, 364. Cumulative sentences, iv, 272. Europe, vi, 420-6. Georgia system, viii, 52. Identification, vi, 422-4. Indeterminate sentence, vii, 768-76. Indiana, viii, 457 Vermont, viii, 498. Labor, vii, 951-4. on public works, Massachusetts, viii, 51-2, 405. Southwick bill, vi, 31-5. Trades, useful to ex-convicts, viii, 53. Muscogee federal prison, vii, 801-11. National prison association, ii, 198-200, 385-8; v, 38; viii, 409-12. Penal charity institutions, Boston, vi, VS. 404-12. Codes, vi, 421-2. Colonies, vi, 70-1, 513-4, 536. Prison reform, ii, 250-1.

Japan, vii, 614-6.

Louisiana, viii, 52-3, 269, 498.

Reformation, v, 192-7, 365-7; vii, 653-60. Education in reformatories, iii, 111-6.

Elmira, ii, 126-7; vii, 986-8. Graded system, Indiana, vi, 89-90. London, vi, 175-7. Moral, vii, 993-1001. Political first, v, 11-8. Women, v, 365-7. Responsibility, vi, 113-7. Sentences, vii, 645-7. State control for prisons, viii, 381-3. Statistics, American, vi, 88-9. Notes, vi, 88-92, 277-80, 377. 535-7; vii, 630-5, 717, 790-2, 887-9, 983-6, 1047-51; viii, 538, Profit-sharing, railway, i, 299-303. Progress and altruism, vii, 897-913.

Reformatories, see prisoners. Refuse, cremation of, vi, 74-5. Relief

Almshouses, see this title. Boarding-out, vi. 481. Buffalo, iv, 119-20. in disaster:

Park place, New York, i, 44-5. Shawneetown, viii, 175-80by extra public service, iii, 132-7. Methods, iii, 187-91, 230-2; iv, 171-2. New York committee, 1893, iii, 323-42. Outdoor, vi, 480-1; viii, 129-37, 186-99. Brooklyn, ii, 325.

Canada, vi, 457-68. Criticism of, i, 251-6. Indiana, vi, 449-56. Lyons, iv, 108 Ohio, vii, 755-63. Scotland, viii, 305-6. Western, vi, 362-3; vii, 687-92.

Without pauperism, v, 182-91. Principles, American, vii, 922-41.

Public:

Denmark, vi, 363-5. France, iii, 54. and private charity, iii, 226-35. Settlement, laws of, viii, 166, 405-6. Societies, viii, 507, ff.

Discussion, 25th national conference, viii, 519-23. New York association for improving the

condition of the poor, v, 48-50.

in work, ii, 34-48. Brush shop for cripples, ii, 40. England, iv, 451-3. France, iii, 17-27.

and labor tests, iv, 466-76. New Haven and Providence, ii, 41-2; iv, 449-51.

Uses of, i, 257-62. Vacant-lot cultivation, see this title. See also unemployed, labor test.

Robin, Pastor, work of, France, iv, 65, 67-8. Roman guilds vs. charity societies, iv, 345-62. Rumford, Count, i, 69-70; ii, 43; vi, 211-20.

St. Bartholomew's church, New York, iv, 162-3. St. Vincent de Paul Society, vii, 858-68. Salpêtrière, La., ii, 116-25.

Salvation army, i, 219-27. Shelters, London, ii, 420-1. "Sanctificationists," iii, 28-46. Sanitarium, Piedmont, iv, 246-55. Sanitation, see health, public. Savings:

Banks: Agricultural, v, 284-5. People's, ii, 427-8. Postal, i, 342-54; viii, 356. School, vii, 1054.

New York, viii, 116. Philadelphia, viii, 214. Loan associations, iv, 181-90, 458-9.

Boston, iii, 216. Chicago, viii, 535. Europe, iii, 213-6. France, ii, 315-22. Germany, v, 259-64, Medieval, Italy, vi, 380. New York, i, 377-8; iii, 211-7; iv, 148-50, 446-8; vi, 541.

Philadelphia, v, 222. Vienna, vi, 359-60.

Money sharks, England, viii, 311-4. Penny provident fund, i, 280-2; v, 100-3, 212-3.

Usury, iv, 446-8.
See also industrial insurance.

Schools: vs. charities and correction, iv, 57-64. Industrial, see this title. Minnesota public school, ii, 261-9. and savings, vii, 1054. Self-control, law of society, v, 57-66.

Settlement, laws of, viii, 166, 405-6. Settlements, iv, 462-6; vi, 517-20; vii, 889. Andover house, Boston, ii, 160-4.

Commons, Chicago, iv, 102-3. Commons, Chicago, 1v, 102-3.
Deaconesses' homes, vii, 712.
Grace church, New York, viii, 418-25.
Hartley house, New York, vi, 380. Hull house, Chicago, i, 167-73; viii, 307. Kingsley house, Pittsburgh, vii, 784-5. Neighborhood guilds, i. 77-86. New York, vii, 698-700.

List of settlements, vii, 1041-4. Single tax, i, 115-21. Sloyd, Lyman school, v, 379-81. Slums, see housing of the poor. Smith, Oliver, v, 52-3. Social

Classes, genesis of, vi, 97-108. Discontent, vi, 332-4. Evils and their cure, vi, 193-210.

Fragments, iv, 113-8. Problem: Causes, iii, 265-9

and the church, ii, 347-56. Early treatment, i, 192-5. and factory improvement, viii, 473-8. Remedy, iii, 269-74.

Regeneration through christianity, iv,

Structure of a western town, see Galesburg. Unions, Edinburg and Glasgow, ii, 332-9.

Stud W State Aid Car In M Cha and

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General and criminal, v, 298-301.
Recent studies in, iv, 46-50.
Study of, see education in philanthropic work.

Aid to churches and charities, ii, 286-7. Care of children:

Indiana, ii, 239-40.
Massachusetts, v, 89-93; vii, 788-9.
Charities, see state boards.
and charity, vii, 1002-19.
Employment, criticism of, iii, 133-7.
vs. private charity, iii, 226-35.
Regulation:
Marriage, vii, 704-7.
Vice, Europe, vii, 610-2.
Supervision of charities, New York, iv,

96-8. State boards and commissions, viii, 394-5, 449-51, 493-8, 539-42.

449-51, 493-8, 539-42. Work of a state board (New York), viii, 426-35. Notes:

50,

-3.

iv.

rg.

Colorado, viii, 449, 496.
Connecticut, vi, 184; viii, 394, 539.
District of Columbia, vi, 186.
Illinois, vii, 799; viii, 540.
Indiana, vi, 80, 187; vii, 623-4, 972; viii, 493. 497.
Maryland, viii, 495-6.
Massachusetts, vii, 972.
Minnesota, vi, 80; viii, 494.
Missouri, vi, 268.
New Hampshire, vi, 268.
New Jersey, viii, 494-5.
New York, iv, 96-8, 151-3; v, 273-4; vi, 185; viii, 394-5, 450, 497, 541.
North Carolina, v, 328-9.

North Carolina, v, 328-5 Tennessee, vi, 186. Washington, viii, 451. Wyoming, viii, 540. Sweating system, ii, 100-4.

Taxation and pauperism, i, 115-21.
Temperance, vi, 93-4.
America, vii, 853-4.
Coffee house vs. saloon, i, 215-8.
Excise and charity, Buffalo, iv, 319-23.
England, v, 166.
Gothenburg system, iii, 282-7; vi, 538-9.
Intemperance and degeneracy, v, 195-7.
Investigation of committee of fifty, vi, 190 I; vii, 617-20.
Legislation affecting, see this title.

190 1; vii, 617-20. Legislation affecting, see this title. Prohibition: Canada, viii, 456. How much, vii, 721-41, 838-57.

Tenements, see housing of the poor. Toynbee, Arnold, i, 12-9. Tramps, see homeless, the.

Unemployed, the:
Classification, vi, 63-4.
Employment agencies, see this title.
Municipal employment:
Hartford, iii, 236-8.

England, iii, 273-82.
Padrone, a philanthropic, viii, 487.
Provision for, iii, 218-25, 359.
See also labor, relief, vacant-lot cultivation, etc.
Unitarianism and philanthropy, v, 25-32.
United Charities Building, New York, ii, 301-14.

Vacant-lot cultivation, iv, 327-8; vii, 710; viii, 49, 74-107.
Bibliography, viii, 107.
Chicago, viii, 265.
Denver, viii, 443.
Detroit, iv, 225-8.
in the south, viii, 270-1, 301-3.
Statistics, 1895, v, 155.
Wilmington, Del., viii, 216, 499.
Vacation schools, v, 48.
Baltimore, viii, 208.
Indianapolis, viii, 309.

Philadelphia, viii, 268. Vagrants, see homeless, the. Vice, state regulation of, Europe, vii, 610-2.

Waring, George Edwin, Jr., viii, 461-8. Warner, A. G., iv, 126-7. Wealth: Duty of, v, 33-5. Social function of, v, 286-8.

Women:
in almshouses, decrease, v, 271-2.
Criminal, see under prisoners.
in juvenile reformatories, viii, 219.
Municipal refuge for, Paris, ii, 226-32.
as public officials:
on charity boards, v, 269.

Overseers of poor, v, 167. Prison inspectors, v, 382. Service, domestic, in Germany, iv, 210-3. Unemployed: Organization for, England, viii, 219. Soap-making, viii, 55. Workroom, iv, 320-30.

Woman's community, Texas, iii, 28-46.
Working women's clubs:
Convention, Philadelphia, vi, 351-2.
Jennie Collins, ii, 105-15.
Model clubs, iv, 307-14.

Work, see labor.

Workhouses and almshouses, vi, 482-4.

AUTHORS.

Adams. H. B , i, 12, 239. Almy, F., iv, 169, 440; v, 282; viii, 127. Atwater, W. O., v, 146. Ayres, P. W., iv, 125, 259; viii, 315, 469.

Barrows, I. C., i, 60.
Barrows, S. J., vi, 420.
Bedford, R. C., vi, 242.
Bicknell, E. P., v, 76; vi, 449.
Birtwell, M. L., iv, 129.
Bonaparte, C. J., i, 201; iv, 337.
Booth-Tucker, F. deL., vi, 127.

Brace, E., viii, 557.
Brackett, J. R., iv, 393; vi, 397; vii, 595; viii, 181.
Brackett, L. L., v, 265.
Breed, W. J., ii, 67.
Brinkerhoff, R., viii, 409.
Brockway, Z. R., vii, 993.
Brooks, R. C., iv, 376.
Brown, G., ii, 143.
Brown, M. W., viii, 71, 236.
Burnham, E. J., vi, 27.
Butler, R., ii, 164.
Buzelle, G. B., i, 257; ii, 3.
Byers, J. P., ii, 429.

Carlyle, E., i, 365.
Carnegie, A., v, 33.
Castner, S., Jr., ii, 276.
Chancellor, C. W., v, 128.
Channing, W., viii, 358.
Chapin, T. F., vi, 335.
Clews, E., vi, 247.
Cobb, M. E. R., ii, 270.
Coleman, M. W., iv, 307.
Coloman, J. R., ii, 347.
Conover, D. S. B., viii, 287.
Cook, E. C., iv, 246.
Crafts, W. F., v, 19.
Cushing, J. P., iv, 210.

Dawes, A. L., iii, 47.
de Forest, R. W., i, 1, 105.
Delaney, J. J., vi, 441.
Devine, E. T., viii, 129, 138, 186, 368.
Dewey, R., vii, 666.
Donehoo, E. R, vii, 914.
Dougherty, J. E., viii, 323.
Drewry, W. F., v, 117.
Dunn, A. W., v, 247, 305, 350, 415.

Eilvart, A., iii, 343. Ely, R. T., iv, 57. Estabrook, H. K., viii, 242.

Farrar, E. H., i, 144. Fay, L. A., viii, 68. Fiske, H., viii, 26. Folks, H., ii, 254; v, 140; vi, 346, 493; vii, 869; viii, 22, 66. Fuller, O., vii, 951. Fulmer, H., viii, 320.

Gardener, C., iv, 225.
Garrison, G. P., iii, 28.
Gilman, D. C., v, 302.
Gilman, E., vi, 211; vii, 565; viii, 231.
Gladden, W., i, 251.
Glenn, J., i, 67, 263.
Glenn, J. M., viii, 514.
Graham, R., i, 215.
Grossertete-Thierry, M., iii, 17.
Gunckel, L. B., vii, 755.

Hale, E. E., i, 39. Hall, B., i, 115. Hamlin, L., vi, 322. Hampton, I., i, 160. Hauser, I. L., vi, 133.
Hayter, R., viii, 223, 274.
Henderson, C. R., iii, 85, 226; iv, 256; v, 182; vi, 476.
Herron, G. D., iv, 291.
Hewitt, A. S., ii, 301.
Heymann, M., vi, 438.
Holls, F. W., viii, 15.
Houghton, L. S., iv, 65.
Howerth, I. W., iv, 17, 198.
Hubbard, C. M., iv, 93.
Hunter, R., vii, 687.
Hurley, T. D., vii, 858.
Hutchinson, W., vii, 897.
Hyslop, J. H., iii, 383; iv, 1.

Isaacs, M. S., i, 30.

Jackson, S. M., i, 174, 311; viii, 413. Jenks, G. B., i, 122. Jenks, J. W., i, 55, 299; ii, 127. Johnson, A., i, 97, 152. Jones, E. D., v, 289; vi, 289. Jones, J. L., vii, 812.

Kelley, F., vi, 221.
Kellogg, C. D., ii, 16.
Kelsey, C., viii, 511.
Kelly, E., ii, 357; iv, 78.
King, E., i, 77.
Kirkbride, F. B., viii, 74.
Knight, J. W., iv, 363.
Krohn, W. O., vi, 427.

Lanier, C. D., i, 315.
Lee, J., i, 179; ii, 100; v, 113.
Letchworth, W. P., vii, 577.
Lewis, C. T., vii, 768.
Lewis, H. W., ii, 261; v, 94.
Lincoln, A. N., iv, 87, 425; vi, 404; viii, 381.
Lindsay, S. M., viii, 74.
Lowell, J. S., i, 6, 219; ii, 153, 365, 420; iii, 323; iv, 41; v, 123.

McCarty, S., vii, 943.
McCook, J. J., i, 355; iii, 57, 236.
McElroy, W. H., i, 336.
Machar, A. M., vi, 457.
McIlvaine, A. P., ii, 116, 315.
McIntosh, W., v, 279.
Mason, A. B., i, 211; iv, 446.
Mayo-Smith, R., i, 49.
Menken, J. S., vii, 751.
Meriwether, C., i, 288.
Merritt, H. F., v, 259.
Miller, A., i, 167.
Millis, H. A., vii, 587.
Moore, M. T., iv, 434.
Moran, T. F., iii, 282.
Mott, A. J., v, 391.
Mulry, T. M., viii, 383.

Nichols, C. F., vi, 238. Noble, F. P., ii, 437. Norton, A. K., iii, 352. Nutting, A., v, 239. Opper Owen, Patter

Pauld Peabo 922. Porrit Potter Potts, Powel Presto Puiba

Quaife

Raeb, Reyno Richn 308, Roose Roser Roun Rutte

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Veille

Wald Waltz Wanz Ward Ward Wayl Wayl Webe Oppenheimer, M. S., vi, 326. Owen, J. E., vii, 764.

Patterson, J. H., viii, 473. Paulding, J. K., iv, 281. Peabody, F. G., iii, 1; v, 25; vi, 17, 413; vii, 922.
Porritt, E., iii, 373.
Potter, E. T., i, 129.
Potts, W., viii, 461.
Powell, F. M., vii, 674.
Preston, S. O., iii, 159, 225.
Puibaraud, L., v, 364.

Quaife, Miss, vi, 138.

Raeb, B., ii, 64. Reynolds, J. B., viii, 142-55. Richmond, M. E., iv, 401; v, 169; vi, 118, 308, 351. Roosevelt, J. W., iii, 127. Rosenau, N. S., ii, 91, 399; vi, 385. Rosewater, V., i, 268. Round, W. M. F., ii, 197. Rutter, H. C., vi, 469.

Sanborn, F. B., v, 89, 134; vi, 36; viii, 328. Schauffler, A. F., i, 228. Scoville, A. B., vi, 141. Schurman, J. G., 1, 192. Sellers, E., iii, 168. Shaw, A. J., v, 408. Shaw, A. J., v, 400. Shaw, A., i, 20. Shaw, W. B., ii, 128. Simonds, W. E., iv, 242. Slocum, W. F., ii, 10. Slocum, W. F., ii, 10. Smith, F. A., iv, 418. Smith, S., viii, 9. Smith, S. G., iv, 138. Smith, S. G., iv, 130.
Smith, T. G., viii, 364.
Smith, Z. D., ii, 48; viii, 138.
Spalding, W. F., i, 27.
Speirs, F. W., I, 304; viii, 74.
Starr, F., iii, 79.
Storrs, L. C., vii, 1031.
Strong, J., vi, 5.
Sutton, E. V., iv, 299.

Tapley, E., v, 99. Tarde, G., vi, 109. Thayer, S. S., ii, 379. Tolman, W. H., ii, 332, 371. Tournier, W., ii, 427. Twining, L., iii, 183.

Ufford, W. S., vi, 230; vili, 61.

Veiller, L., viii, 374.

381.

iii,

Wald, L. D., iv, 229.
Waltzing, J. P., iv, 345.
Wanamaker, J., i, 342.
Ward, R. De C., iii, 390.
Warner, A. G., i, 73; ii, 279; v, 11.
Wayland, F., ii, 249.
Wayland, H. L., iii, 263,
Weber, J. B., iii, 117.

Welch, W. H., ii, 203. Weller, C. F., vii, 742. Wendell, E. J., iii, 111. Wheeler, E. P., vi, 332. White, A., iii, 70. White, A. T., ii, 323. White, F. H., ii, 215. Wilcox, A., iv, 119.
Wilcox, A., iv, 119.
Wilmer, C. B., vii, 828.
Wines, F. H., v, 57; vi, I, 41, 44, 97, 145, 193 ; vii, 545, 641, 721, 801, 838, 1002 ; viii, 175. Wingate, C. F., viii, 63. Winslow, F. E., viii, 418. Wise, P. M., vii, 661. Wistar, I. J., vi, 31. Woods, R. A., ii, 160. Wright, A. O., v, 67. Wright, W. E. C., iv, 113.

Zimmern, H., ii, 226.

BOOK NOTES.

Aged poor in England and Wales, Charles Booth, iv, 48-9. American charities, A. G. Warner, iv, 125-8. Beggars of Paris, L. Paulian, vi, 257-9. Centralization of administration in New York, J. A. Fairlie, viii, 479. Charity problem, K. Tomeoka, viii, 530. Child of the Jago, A. Morrison, vi, 158-9. Children of the poor, J. A. Riis, ii, 170-80. Christian citizenship, C. Martyn, vi, 353-4. Christian life in Germany, in state and church, E. F. Williams, vi. 159-60. Commitment and detention of insane, E. N. Brush, vii, 957-8. Criminal sociology, E. Ferri, v, 300-1; vi, 48-50. Darkest England social scheme, brief review of the first year's work, i, 219-27. Development of the child, N. Oppenheim, viii, 528. Development of reformatory work in Japan, K. Tomeoka, vi, 173-4. Earle, Dr. Pliny, memoirs, F. B. Sanborn, viii, 478. Elmira reformatory, Alexander Winter, ii, 126-7. English poor-laws, their history, principles, and administration, S. Lonsdale, vi, 506-12. Ethics of usury and interest, Rev. W. Blissard, ii, 233. Evolution and effort, E. Kelly, vi, 50-3. Faith and social service, G. Hodges, vi, 354-7. Geistliche Gedanken eines Nationaloekonomen, Von Wilhelm Roscher, iv, 217-8. Genius and degeneration, W. Hirsch, vi, 154-8. Handbook of sociology, with especial refer-

ence to New York city, W. H. Tolman and

Housing of the working people in Yonkers, E. L. Bogart, viii, 482. Howe, Dr. S. G., the philanthropist, F. B.

W. I. Hull, iv, 50.

Sanborn, i, 174-8.

Inebriety, its source, prevention and cure, C. F. Palmer, vi. 254-7.

Introduction to the study of society, A. W. Small and G. E. Vincent, iv, 46. La famille neuropathique, C. Féré, v, 300.

Life and labor of the people, Charles Booth, i, 43.

Liquor problem in its legislative aspects, F.

H. Wines and J. Koren, vi, 160-4.

Luxury and sacrifice, C. F. Dole, viii, 530.

Lyrics of lowly life, P. L. Dunbar, vii, 828-37.

Municipal government, A. Shaw, iv, 214-6.

Neighborhood guilds, Stanton Coit, i, 77-86.

Paternal state, Gaullieur, Henry, viii, 565. Plans of modern asylums for insane poor, J. Sibbald, vii, 602-5.

Principles of sociology, Herbert Spencer, vi, 152-4

Principles of sociology, F. H. Giddings, v, 298-300.

Public assistance in France, E.G. Balch, iii, 54. Punishment and reformation, F. H. Wines, v, 39-40.

Random roamings, A. Jessopp, iv, 49. Relations between church and associated charities, R. T. Paine, vii, 958-9. Report on care of city poor, Baltimore, vii,

956-7.

Report on charitable and reformatory institutions, District of Columbia, vii, 955-6. Report on charitable and reformatory institu-

tions, Massachusetts, vi, 164-9.

Report of committee on small parks, New Ŷork, vii, 959-60.

Report on the deaf, New York, vi, 512. Report on maintenance and education of dependent children, England, vi, 53-60. Report on misdemeanor convict camps, Georgia, P. G. Byrd, vii, 600-2.

Report on neglected and dependent children, Ontario, vi, 172-3.

Report on public baths and public comfort stations, New York, vi, 169-71.
Rich and poor, Mrs. B. Bosanquet, vi, 252-4.

Roden's corner, H. S. Merriman, vii, 965-6. Social evolution, Benjamin Kidd, iv, 47-8. Social law of service, R. T. Ely, vi, 357-8.

Social reform and the church, J. R. Commons, iv, 50.

State charities aid association, New York, 26th annual report, viii, 563-5. Statistics of negroes in the United States, H.

Gannett, iv, 216-7. The coming people, C. F. Dole, vii, 777-8. The English peasant, R. Heath, iv, 49. Theory of sociology, F. H. Giddings, iv, 49. The Unemployed, G. Drage, iv, 49, 103-4. Three months in a German workshop, P.

Göhre, iv, 256-8. Traveler from Altruria, W. D. Howells, iv, 47.

Twenty-second report united Hebrew charities, New York city, vi, 171-2.

White slaves, the oppression of the worthy poor, L. A. Banks, i, 179-85. Workers, the, W. A. Wyckoff, viii, 527. Your little brother James, C. H. Pemberton,

vi. 60.

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